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ABSTRACT

This group of three papers addresses the issues of the supply of competent administrators, their education, and the management needs they should be providing for elementary and secondary education in Oklahoma. The first paper proposes improvements in the selection process for school superintendents. Using input from school administrators, school boards, and the Oklahoma State Department of Education, recommendations are made to improve the screening of superintendent candidates. A second paper considers which features of superintendency preparation programs could be implemented by Oklahoma's universities to meet the present constraints of certification and the demands of school districts. The final paper cites educational programs required by current and anticipated social circumstances in Oklahoma. After exploring alternative management arrangements to meet educational needs, specific recommendations are made for changes in management and delivery systems. (JW)

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AREAS OF SPECIAL STUDY FOR OKLAHOMA SCHOOL SUPERINTENDENCY

Executive Summary

A Proposal: Assuring the Supply of New Talent Into the School Superintendency in Oklahoma

Preparation Program for Oklahoma's Future Educational Leaders

Alternate Management and Delivery Systems for Oklahoma Education

Oklahoma Commission for Future Educational Leadership
State Department of Education

February 1984

EA 016 717

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Areas of Special Study for Oklahoma School Superintendency

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AREAS OF SPECIAL STUDY FOR OKLAHOMA SCHOOL SUPERINTENDENCY

Executive Summary

prepared for
Dr. John Folks
State Superintendent - designee

Submitted by
Sharon A. Lease

A PROPOSAL: ASSURING THE SUPPLY OF NEW TALENT INTO THE SCHOOL SUPERINTENDENCY IN OKLAHOMA

This paper features three initial headings:

- Input from the profession
- Input from the school boards
- Input from the State Department of Education

The focus of the paper is how to improve the selection process for superintendents.

Input from the profession

1) The Oklahoma Association of School Administrators, OASA, and successful superintendents should nominate high quality associates for preparation for future school superintendents.

2) Practicing superintendents must serve as mentors for newly appointed superintendents plus help with internships. Mention should be made of the need for state funding to support internships but no estimates or budgets were given.

Input from school boards

1) The school boards must know the existent requirements for superintendents.

2) Must help develop and then accept some state imposed contraints on selection procedures for superintendents.

3) Should require documents for superintendency of larger districts.

4) Boards should budget the equivalent of 10% of the superintendent's salary for the superintendent's professional growth experience.

Input from the State Department of Education

1) Initiate a broad based public relations campaign for recruiting outstanding persons for preparation and service as superintendents.

2) Continue efforts to improve the validity and reliability of the administrator's certification curriculum competency exam.

3) Continue to seek funding for internship plan (started by the Oklahoma Commission for Future Educational Leadership, OCFEL) and update the mechanisms for managing and monitoring that program.

4) Take the lead in planning the competency offerings to sharpen management skills and convey new knowledge to practitioners.

5) Develop and monitor a new three-level certification program for administrative licenture and professional development.

Next cited in the paper was the fact that all agencies should work on improving equality of opportunity. A literature review included showed:

1) no single device or technique exists to winnow out those who should versus those who should not be administrators;

2) There are some good indicators, however:

   a) some measure of intellectual power (perhaps, not by standardized intelligence tests)
   b) situational performance tests, for example, the assessment centers developed by the National Association of Secondary School Principals (described on pages 12-13). They are expensive and some developmental work would be needed to adapt those to superintendent versus principal skills in order for them to be useful.
   c) campus centered 'block of time' programs. These programs wherein a candidate spends up to two months as an intern are expensive but they allow a variety of experience and they allow actual practice not merely course work.

Recommendations to improve screening.

1) Siphon off the bottom 25% of candidates with a combination of tests and undergraduate GPA.

2) Use the masters degree including a healthy component of professional education and twelve hours of education administration. This masters degree should emphasize being a good educator and advanced knowledge of learners, learning and instruction.

3) A level one certificate should require 16 to 18 hours after the masters study and should be of two years duration renewable only once. It should include a formal admissions process using test scores and grades to date and a six to eight week block of time experience as well as the superintendent curriculum competency test.

4) There should be entry year mentoring similar to what is required of teachers in HB 1706. The mentor committee should include a practicing superintendent in the area to serve as a buddy and a state department or a university person to form a team which would develop a staff for executive improvement program to which the employing district must give support. This team would recommend whether the superintendent be required to have a second year of mentorship or could be granted a level two certificate.

5) A level two certificate would be the highest one for most superintendents. It would be issued for five years and would be renewable. It would include planned summer experiences or a part-time internship with special orientation to the State Department of Education and State Department of Vocational/Technical education. It would also require 16-18 more hours beyond the level one certificate.

6) The level three certificate would be required of those superintendents who aspire to the chief executive position of many of Oklahoma's top thirty districts. This certificate would require a doctorate, would be of five years duration and renewable. Candidates earning level three certificates would be those individuals who could serve as mentors and could serve in assessment centers if those are adopted.

PREPARATION PROGRAM FOR OKLAHOMA'S FUTURE EDUCATIONAL LEADERS

The prime objective was to design a superintendency preparation program of excellence which could be implemented by Oklahoma's comprehensive universities within current constraints. The viewpoints taken by the writers were:

a) The superintendency is challenging, complex and dynamic.
b) The superintendency is the same in principle in small districts as in large ones.
c) Academic preparation expectations are usually higher for superintendents of larger districts.

The paper included an extensive review of literature. The categories examined were:

a) the superintendent's work characteristics;
b) superintendent preparation programs;
c) administrative preparation program deficiencies;
d) superintendent preparation program alternatives;
e) superintendent preparation program recommendations.

Findings

The dominant characteristic of superintendent activities is constant communication. Usually this is face-to-face communication and frequently it is a series of interruptions.

Practitioners are critical of consumers, scholars are critical observers of the university training and educational administration; in other words, neither side feels that it is doing what should be done. More collaboration is needed.

The American Association of School Administrators, AASA, in 1982 prepared a series of guidelines to be used as the basis for competencies needed by practicing superintendents. These guidelines are given on page 25-29 of the full report. They were selected as the most worthwhile of several sets of guidelines for developing a superintendency preparation program.

Perspective superintendent training would require education as a broad field, understanding of our culture and the school role in it and specific training in educational administration.

In addition, clinical experiences are needed both within course work and as separate internships.

The constraints in the Oklahoma system were identified as the certification examination for superintendents, the current certification requirements and current university program requirements.

Recommendations to meet with and accommodate these constraints included:

1) be sure the content of the exam is covered in the courses;
2) develop content and learning experiences that allow superintendent candidates to master the AASA competencies;

3) develop content and learning experiences which satisfy the university requirements.

This paper also strongly supports the internship program as designed and detailed in the previous paper.

ALTERNATE MANAGEMENT AND DELIVERY SYSTEMS FOR OKLAHOMA EDUCATION

The first task of this project was to define the educational programs that the writers concluded current and anticipated social circumstances require. Such programs would involve the following:

1. There should be contact by students with highly competent teachers who are well prepared both in the subject matter to be studied and the skills and understandings necessary for high quality teaching.
2. Schools should have the characteristics associated with "effective schools" as identified through the research in that area.
3. The schools must offer to their pupils the expanded version of the "basics" in which the emphasis is on higher level cognitive skills of analysis, synthesis and evaluation.
4. The school districts and schools must have highly competent instructional and managerial leadership.

There are schools and school districts in Oklahoma that currently meet all of these criteria, but many of the districts cannot. In order to accomplish what is needed, several alternate delivery and management systems were explored.

1. Data were cited showing that maintaining Oklahoma's more than 600 school districts is costly both administratively and because of limited economy of scale in the small districts. Whereas there are some potential educational advantages inherent in the small units, recent research was cited indicating those potential advantages often are not realized.
2. School district reorganization was explored as one possible alternative management and delivery system. That alternative was not recommended. Plans involving the elimination of dependent districts and establishing school district boundaries that would be coterminous with county boundaries were discussed. They were rejected because they do not take account of important variables that must be considered in a defensible school district reorganization plan. A plan involving the establishment of a reorganization commission was suggested and described as being rationally sound but politically and otherwise impractical.
3. The recommended alternate delivery and management system assumed continuation of the existing district structure.

Major Recommendations

1. The primary recommendation was to expand the services provided by the regional education service centers. These would become units

that would provide support for improved instructional services, curriculum evaluation, leadership and the provision of specialized services in such areas as health, guidance, diagnosis and testing.

2. It was further recommended that accreditation standards for schools and school districts be increased substantially.

3. It was suggested that area offices of the State Department of Education be established. The regional superintendents in the regional education service centers would report directly to the area offices which would be headed by assistant state superintendents.

4. It was recommended that higher accreditation standards and support be closely interrelated. The state would take the basic responsibility of seeing to it that the districts had strong instructional leadership and managerial support from the newly staffed RESC's and the newly established area offices.

These recommendations offer only a skeleton from which more elaborate proposals should spring. It might be that a good approach would be to form a task force whose members would consider the recommendations, make alterations in them where they consider it appropriate, and specify the details of how such an organizational pattern might be implemented.

Assuming all of this could be done and it were in place, the contention is that the range of quality between the strongest and weakest public school education programs in Oklahoma would be significantly reduced. We believe it would become less likely that a child would suffer educationally because of where in the State he/she happened to be born.

In a time of financial difficulty, it may appear that such an elaborate plan might require far more in additional financial resources than is practical. It probably would require some additional money, but it also seems likely that much of it could come from reallocation of money that is now being appropriated both for the school districts and the State Department of Education.

A PROPOSAL:
ASSURING THE SUPPLY OF NEW TALENT INTO THE SCHOOL SUPERINTENDENCY IN OKLAHOMA

Report Submitted
to the
Oklahoma Commission for Future Educational Leadership
Oklahoma State Department of Education

by

Ken St.Clair
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January, 1984

A PROPOSAL:
ASSURING THE SUPPLY OF NEW TALENT INTO THE SCHOOL SUPERINTENDENCY IN OKLAHOMA

Introduction: Things Learned Early

When first undertaken, in the Spring of 1983, the task of preparing a study of screening techniques to maintain and "improve the breed" among school superintendents in Oklahoma appeared to be (at the very least) a semi-scholarly endeavor. All that was required was a careful review of the last two or three decades of research on the matter of predictive methodologies as they apply to screening applicants for a profession. The only apparent complication was that the profession under consideration was one which required a blend of two complex sets of skills: those of the manager and those of the educator. Since that complication had also been addressed in the literature for years, the task still seemed relatively simple: one could merely attain a sound grounding in the research knowledge and authoritative opinion distilled from the current state of the art of selection. Such a review would then result in a document which would provide a few options and recommendations for the Oklahoma Commission for Future Education Leadership to consider.

Within an amazingly brief period after the start of the assignment, it became apparent that an additional complication was inherent: the scholarly endeavor and the scholarly pace of the inquiry were to be enlivened by a political aspect. The time was ripe, in Oklahoma and her sister states, for governmental action to improve the effectiveness of schools by any means

available, including efforts at improving school leadership. To be useful in the political arena, the study needed to rely only partially on a review of the state of the art in selection. Of greater urgency was the need to make it acceptable to various publics (the professional organizations, the State Board of Education, the Oklahoma Legislature, the Commission for Future Education Leadership, the Oklahoma School Boards Association), and . . . it needed to be completed at any convenient time well before it was begun.

The two efforts—the scholarly and the political—are not entirely antithetical to one another, but neither are they entirely compatible. The compromise required between the two aspects will be obvious: this report contains no footnotes. The reader and the potential advocate of these proposals will have to take the scholarly base which undergirds the document on faith. ERIC and other on-line searches have been conducted; much of the pertinent work has been digested and some supportable conclusions have been reached. But there is not time, nor does there seem to be too much need, for a bibliography.

One other disclaimer must be added, because it was very difficult to separate the admissions screen (picking the most talented people for superintending) from the preparation program (helping these talented folk become skilled in administration). Best knowledge and opinion insist that some portions of the screening and selecting effort be built-in to the preparation program. A parallel document written by Dr. John Seaberg will describe a number of proposed changes in preparation for Oklahoma's future school leaders. A preliminary check for congruence and overlap in the two studies has been done, but further alignment may be necessary.

Things Known at the Start

Input from the Profession

Any plan to improve the quality of aspirants to the profession must have input from superintendents already in the field. Not only must they find the plan acceptable, but also they will have to be enlisted in, and personally involved in, several aspects of the implementation of the plan.

As is true of any recruitment and selection procedure, the first step in this project will entail maintaining and increasing the manpower pool. Oklahoma's traditional approach for recruiting new prospects has been to sit back and wait for the walk-in trade. Self-selection has been the motto and, with few exceptions, prospective school leaders have been selected on an almost random basis from among the volunteers. Fortunately for the schools, the volunteer group has included many persons of extremely high quality. Unfortunately, the pool has also included a few fumblers of notably limited potential. Since excellence in schooling is patently unattainable in the absence of excellent leadership, it goes without saying that Oklahoma must actively recruit the high-quality people so desperately needed. This recruitment effort will begin with practicing superintendents' assuming a part of the responsiblity for shoulder-tapping. The school leader is in daily contact with promising new people among teachers, counselors, building-level administrators and other colleague groups. With encouragement from their professional organization, the Oklahoma Association of School Administrators (OASA), successful superintendents should be invited at least annually to nominate one or two high-quality associates for preparation as future school

leaders.

Of equal importance to the effort at improving both the image and the practice of the superintendency will be the role of the practitioner in providing a mentor system for entry year superintendents. Neither the Oklahoma State Department of Education (SDE) nor the universities can prepare skilled administrators alone; a hands-on, supervised field experience is essential. Hence, the "buddy system" which has long been in place on an informal basis for some young professionals will need to be formalized and made systematic for all. A knowledgeable superintendent should be identified as mentor for the newly appointed colleague in a nearby district. The mentor must visit occasionally, answer telephone queries frequently, and evaluate progress regularly with the new superintendent. Some may wonder why a practitioner with an already impossible schedule would wish to undertake this extra responsibility. The reason is simple and self-apparent: better led schools will not only profit the school children, they will also improve the perception held by the citizenry and by the Legislature regarding schooling generally.

Even before the new leader attains his or her initial certification and appointment, a supervised internship is essential. Learning tasks, undertaken in a field setting, make possible the application of university-gained information and increase the confidence of the learner. Luckily, the jobs undertaken by an intern can also benefit the school district in which the intern serves an apprenticeship. Even though the SDE staff and university faculty members can be involved in planning and supervising internships, only the superintendents can incorporate interns into their administrative teams and only they can make the experience real. Some funds from the state will be

required to make a few quality internships feasible in today's economy, but the most important element will be the willingness of OASA and the practitioners to invest some time and energy in such a high-yield endeavor for the future.

Input from School Boards

Any progress in making superintendents and the superintendency better requires the blessing, understanding and active involvement of local school boards and their state association. Though no school board knowingly sets about to appoint an unqualified or an unfit person to administer their district, such citizen groups are often uninformed regarding certification regulations and the essential preparation base required. It is not uncommon for board members to choose the person they feel most likely to meet their district's needs without stopping to inquire whether or not the chosen one is, or can be, formally licensed and prepared for the post. With help from the Oklahoma School Boards Association (OSBA), each board member should be informed of the pertinent certification regulations and of the procedures necessary for recruiting and screening the best from a group of potentially excellent candidates.

Along with becoming better acquainted with the rules, board members who join in improving the quality of superintendents will wish to help develop and then accept some state-imposed constraints on their selection procedures. While no citizen who supports the system of locally-controlled public education wishes to deny boards the privilege (and obligation) of choosing the best superintendents to fulfill local requirements, there is still ample precedent for placing some general expectations to guide their efforts. It

may be timely, for example, to set some statewide rules for announcing a superintendent vacancy so that all qualified candidates might be informed and given opportunity to apply. The goal would be to ensure that a broad talent pool be tapped without discrimination according to race, sex or geographic region of the state. An equally important step in upgrading the image of the superintendency would be to require full formal preparation, including the doctors degree, of those eligible for superintendencies in the larger school districts in Oklahoma. Informally, the doctorate is a credential already expected by most large-district boards; making a state requirement of this expectation would do much to affirm in people's minds the need for an extensive commitment to an important career and the need for full preparation by those who hold the significant position of superintendent among the community's most important leaders.

Another contribution is required from the school boards who have set themselves on a path to excellence in leadership for their schools. As they commit themselves to securing the most able superintendent available, they must also commit to maintaining the high quality of the man or woman they choose. Just as the state has required continuing staff development efforts on the part of all teachers, boards should establish both the requirement and the means for their superintendent to continue a career-long growth and learning process. Budgeting a dollar amount equal to 10% of the superintendent's salary to be expended annually on his or her professional growth experiences should be mandated, because it would comprise tangible evidence of a continuing focus on high-level performance. Such a minimal expenditure would also bring handsome rewards to the students of the district in the form of better planned, more current programs and better led and motivated faculty members.

As noted elsewhere, a school is totally unable to rise above its level of leadership.

Input from the Oklahoma State Department of Education

In conjunction with commitments and contributions from the OASA, the OSBA and their constituents, the Oklahoma State Department of Education (SDE) must foster the proposed improvement effort. Several steps will be required; of these, some important efforts are already underway as part of the long-term improvement focus of this agency. Initially, the SDE will need to initiate positive action with local administrators, all relevant organizations and the university faculties in identifying and recruiting outstanding candidates for preparation and eventual service. A public relations effort, including the development of media and materials for wide distribution, could be focused on the target population of young educators, for the purpose of attracting them to the challenge, the rewards, and the difficulties of the superintendency.

Already in place is the Curriculum Competency Examination now required for administrator certification. Though not all skills required of a leader may be measured with a paper-and-pencil test, this instrument will be very useful in establishing the presence of a standard (even though minimum) body of information commanded by the candidate for a license. The State Department will wish to continue its efforts to improve the validity and reliability of this entry-level screen.

Also very much in place and available for implementation is a rather complete plan begun by the Oklahoma Commission for Future Education Leadership

early in the 1980's. Designed to offer superior internships to a small number of the very apt, the proposal sought to incorporate learning opportunities both within the state government education agency and in chosen school districts. Since participants would be few in number (10 to 20), they could be fully funded for a year of intensive study and experience. The group so prepared would be selected from the best and prepared in a way to make them available for assignment in the most prestigious and challenging positions of leadership in Oklahoma's schools. Because of their skills and advanced preparation, these internship graduates should begin to add to the leaderly cadre at once; after a few years of operation, the program would provide a sufficiently critical mass of new talent to have a measureable impact on the schools. The State Department will wish to continue to seek funding for the internship plan and to update its own mechanisms for managing or monitoring the program.

The task of providing staff (executive) development for practicing superintendents is possibly too large for any single agency in Oklahoma. Some efforts, often piecemeal in nature, have been undertaken by the universities, the OASA, and the SDE. The SDE summer workshops for new superintendents have been acclaimed successful by participaints, as have short-courses and workshops sponsored by the professional association and the universities (e.g., The Management Academy for School Executives). A coordinated and shared effort in producing similar learning opportunities for school leaders is very much needed and in order. The SDE may wish to take the lead in planning a comprehensive offering to sharpen management skills and convey new knowledge to practitioners.

A final consideration for the SDE's input into the current plan would

entail developing and monitoring a new set of statewide regulations for administrator licensure and staff development. A three-level certificate program, parallel to the recently established (H.B. 1706) requirements for teacher certification, is envisioned in later sections of this proposal. The task of regulating and overseeing any such plan, under general guidelines set by the Oklahoma Legislature, would obviously be assigned to the State Department, which would—just as obviously—seek input from all interested parties before putting the plan into place.

Improving Equality of Opportunity

There is little need to document the fact that the superintendency in Oklahoma has been populated almost exclusively by male members of the majority race. The general rules of fairness, the society's press toward equality of opportunity, and the critical needs of schools all make it imperative to recruit, select and place more females and members of minority races into executive positions in the education profession. In order to accomplish these needed steps, all agencies and groups mentioned herein must pay careful attention to at least these elements:

1) All assessment and screening practices must be examined for job-relevance;

2) Any traditional approach to selection which discriminates according to race or sex must be avoided or modified;

3) Recruitment efforts must not only be equitable but also affirmatively responsive to the needs of under-represented groups.

Things Learned from a Review of Literature

No Simple Solution

In 1957, Roy Hall and Kenneth McIntyre wrote, "...there is no simple shibboleth that will unerringly identify the unfit..." This wisdom implies that selecting the best talent for entry into the field of school administration is a complex and error-prone process. The same warning was reiterated in the 1960 Yearbook of the American Association of School Administrators (Better Administrators for America's Schools) and in a 1973 volume produced by Phi Delta Kappa (Leadership: The Science and the Art Today).

Evidence from the literature reinforces the statements of the past regarding the more traditional screening approaches. Letters of recommendation are no more valid now than they were two decades ago; they will not help separate the fit from the fitful. The same is true of the standard half-hour interview. Structured, group-centered interviews may be useful; the old-fashioned unfocused tête-à-tête is probably not. Résumés ("brag sheets") are informative but not predictive. All these will continue to be used, but better alternatives must be sought.

Unfortunately, an additional decade of research and writing has produced no startling new breakthrough. There is still no single device which will rapidly, cheaply and accurately reduce the group of those who want to be school administrators down to the sterling subset who really should be school administrators. There are some very promising techniques, to be sure; many of them have been promising for years. At least two of these, both fairly well-tested, will be noted and incorporated into the suggestions which follow;

however, they are not simple, they are not inexpensive, and they are not error-free.

Mental Ability Still Important

The best initial screen for prospective school leaders must incorporate some measure of intellectual power. As long as the practice of administration requires much, much communication with many publics (often in conflict-laden situations), the unintelligent are not going to survive. Due to their inability to communicate, to analyze problems, to create alternative solutions, to adapt to constantly changing conditions and to assimilate a continuous load of new information, dense superintendents will drag their schools down an escalator of educative ineffectiveness.

Fortunately for the improving-the-breed purpose, there are tests of mental ability which help to identify those who can operate at the conceptual level. These instruments should be utilized, but with the usual care and caution developed through hard experience over the years since Binét began to try to measure the elusive quality called intelligence. Taken alone, mental measures will not predict leadership skills, stamina, communication powers, emotional stability, or courage; they will, however, serve to screen out the least able and the least adroit. Since experience in all the professions has made intelligence tests a bit suspect in regard their culture-fairness--they may discriminate against some groups--an alternative measure of cognitive complexity may be considered. Such an alternative could be used in doubtful cases, because it relies less on the test-taker's possessing a standard background of majority culture experience and vocabulary.

Since graduate degree work has become an integral component of school administrator preparation, the test of mental ability can be assumed to be job-relevant. This argument prevails because the first level of the job requires success in formal advanced study. Entry to the graduate school may, legally, require admission tests.

Other Promising Assessment Techniques

There has been a recent resurgence of interest and experimentation involving situational performance tests. In such assessment approaches, the prospective candidate for a position or a program is placed in a situation (often richly simulated) wherein he or she must perform a number of crucial tasks under the observation of an assessment team. The candidates are not afforded the ruminant luxury of writing about what they would do to solve a problem, or motivate a group, or make a speech, or calm an irate patron. Instead, they are required to do the jobs, behave under pressure, produce a solution, and apply their skills in a real-time setting, over a period of several days.

Noteworthy here are several reports from the literature describing the recently developed Assessment Centers of the National Association of Secondary School Principals (NASSP). With the aid of psychologists, management consultants, and practicing school administrators, NASSP has developed a network of centers which have had success in predicating candidates' future performance on the job in schools. A growing number of follow-up studies have found the techniques valid and reliable in identifying good entry-level candidates.

Based on early selection techniques developed by the U.S. Office of Strategic Services during World War II, and bolstered by business and industry experience with "House Party" techniques for selecting managers, the Assessment Centers seem useful and relevant to this task of improving school administration in Oklahoma. The technique is, however, expensive. Assessor-observers from the field must be trained to do their analyses, and participants must be freed from their jobs for a period of several days while they accomplish the exercises. Money for materials, lodging, travel and incidental expenses for both those observing and those observed can become a significant barrier; but the skills assessed seem so important and so relevant that the expenditure may be justifiable. Individual attributes dealt with include cognitive skills (such as judgment, decisiveness), interpersonal skills (e.g., leadership, sensitivity), communication skills (oral and written), and other areas of import (such as drive, educational philosophy).

The Assessment Centers now in place have not yet focused on the skills required specifically for the superintendency, although such attributes must have much in common with those required for the secondary principalship. If Oklahoma should choose to experiment with such a procedure for predicting and diagnosing strengths and needs of prospective chief school officers, some developmental work would be required. It would be well worth the cost, however, if some reasonably accurate prediction of future behavior of the school leader could be added to the evaluative and descriptive information received by means of more traditional methods.

Another recommended screening device, in use for 30 years at several universities around the country, involves a campus-centered effort known as a "block-of-time" program. Requiring six to eight weeks of intensive,

full-time study for a relatively small group of "expectant" administrators, the block-of-time is housed at the university, but the learning experiences chosen by the group can take place anywhere within driving distance. The SDE, several local schools, offices of school lawyers and architects, professional organization headquarters (OASA), and the state capitol building are examples of places frequently utilized for portions of the groups' learning activities.

Graduate course credit granted for the experience can be applied to a masters degree or initial certification requirements. Depending on the length of time allotted, the credit can be used to replace the two or three traditional "fundamentals" courses already specified by the state certification division and the universities.

The curriculum is student-centered, in that participants plan and carry out signif'cant portions of the learning enterprise. The faculty involved uses its energies and experience to motivate, monitor, aid in planning and assessing needs of the group and to specify certain elements of the course. Tests and simulation exercises to be accomplished, a school-community opinion survey which may be incorporated, and a series of analysis and feedback seminars are often part of the faculty's input into planning and carrying out the work expected. By reading the daily logs and sociometric data produced by participants and through intensive observation of each prospect's planning skills, decision making, motivation, communication ability, peer relations and test performance, the faculty gains an excellent assessment of each individual involved. Study has shown that such staff members can predict later administrative behavior of participants with better success than can interviewers or other casual selectors armed only with paper evidence.

The block-of-time offers the double-barreled advantage of being both a

learning experience and a screen. Participants gain increased benefits, over those available through regular coursework, in that the hands-on, student-planned activities provide a very real orientation to the daily world of work of the administrator.

The block always incorporates situational performance tests (inbaskets, laboratory exercises and leaderless group arrangements) which allow candidates to evaluate their decisions. The intense experience also gains for the student an opportunity for self-analysis of his or her own stamina, skills, and commitment to the stressful task of school leadership. Too, the person involved becomes very aware of interpersonal skills through sociometric data and feedback from peers in the always close-knit group.

This arrangement is costly to the university because enrollments are small (12-25) and faculty to student ratios (1-8, 1-10) are even smaller. The professor or professors involved are so heavily occupied with the process that they are not free to do any other teaching, research or advising during the period of the block. Planning, advertising, recruiting and screening for the block also require significant expenditures of faculty time, as do assessment and follow-up activities subsequent to the offering. Adjunct professors from the field can often be employed to help, if their own schedules allow.

The program is not costly to local schools, typically, because the participants pay most or all of their own tuition and costs. Scholarships are often very helpful in attracting quality people to participate in the block. Even $250 granted to the student will aid in defraying the cost of living for a two-month period in the university community, which is essential if the day and night (sometimes 50 hours per week) intensity is to be maintained.

Scheduling seems to work best in the summer session, although there have been experiments with other arrangements.

Things Recommended to Improve the Screen

The ensuing recommendations are in no way new or original. They are, instead, the result of a compilation of ideas based on the Oklahoma experience and need, on a recent review of the relevant literature and on several excellent ideas put forward by educators from the Commission, the State Department and the field. Systematized here, in one place, these proposals will allow the necessary discussion, revision, and educational and political actions required to better the existing, imperfect mechanisms employed in screening candidates for the profession. Always present in these considerations is the assumption that improving the screen will not only serve to improve leaderly practice in the superintendency but also will better the often negative image held by the lay public and by state government officials.

Tests and Scholarship

It is necessary to siphon off the bottom 25% or so of the current self-selected candidate group. This can be done by applying with vigor some combination of test scores and undergraduate grade point averages, to remove the language lacerators and those unable to deal with school matters at a conceptual level. The usually cursed Miller Analogies Test, the Graduate Record Examination, some measure of competence in the mechanics of the English language, the Watson-Glaser Test of Critical Thinking, and similar instruments are all well-tried possibilities. The results of such tests are, admittedly, not

correlated with success in the field, but they are predictive of success in the verbal world of graduate studies where an essential part of the preparation program resides. Traditional test scores are also needed for estimating a person's ability to communicate well with colleagues, patrons and school boards; the one who cannot speak or write so that others may understand does not belong among school leaders.

If the more well-worn tests prove discriminatory against persons from minority sub-cultures, some alternate routes can be arranged for those harmed. There are measures of cognitive complexity which capture and describe the richness and breadth of a test-taker's thinking apparatus without relying on a large and specialized vocabulary or on knowledge of the nicest mechanics of the language.

In the Beginning Is a Master's Degree

Building on the typical teacher certification program at the bachelors level and on the usual teaching experience requirements, the certificate program for superintendents must also be based on a good masters degree. For a broader definition of "good," as applied to preparation, one should see the Seaberg document, but the assumption here is that the masters would have a healthy component of professional education and at least beginning-level work (12 hours or so) in Educational Administration. The professional education component might require study in some combination of educational psychology, curriculum, foundations, measurement and research in the field. The Educational Administration portion would include fundamentals such as: principles and practices, theory of organizations, supervision of instruction, personnel administration, and school law.

If there are deficiencies when the masters is completed, or if the candidate has earned the masters in another discipline (math, English, history, physical education), the deficiencies will have to be made up or added to the Level I Certificate program. Inherent in these requirements is the almost-philosophic position that administrator preparation begins with preparing a good educator who is versed in advanced professional knowledge and experience regarding learners, learning and instruction.

The Level I Certificate

Needed for entry into a central office position will be the Level I Certificate. It will require 16-18 hours of post-master's study, will be issued for two years, and will be renewable only once. Critical to Level I preparation will be a formal admissions process based on test scores and all grades to date. The candidate will be required to pass the Curriculum Competency Examination for superintendents and will need to present a recommendation for entry into the field from a practicing district-level administrator.

Before Level I Certification is granted--preferably before the preparation is completed--the prospective administrator will successfully complete a 6-8 week block-of-time or an assessment center experience. As noted earlier, the situational performance tests, whether carried out by the universities in a block of time or by some other agency, will allow much more practice-oriented assessment of strengths and weaknesses than will be available after a few hours of graduate credit of a more traditional nature. It is understood here that some candidates will not succeed, some will decide that administration is not a fitting career goal, and some (perhaps most) will

proceed confidently toward entry level service in the superintendency. All will profit from the experience and the assessment will become a crucial part of the screen.

Entry Year Mentoring

During the first year of service in a central office position, while holding a Level I Certificate, the new administrator will be assigned a Mentoring Team. The two-person team will consist of a practicing superintendent ("buddy") and another administrator-experienced person from either higher education or the SDE. Similar to the Entry Year Teacher activities, the Mentoring Team requirement will include several observation and analysis sessions providing opportunities for induction, orientation and support ("How do you fill out that report?"). At the end of the entry year, the Mentors will recommend the new administrator for continuation toward Level II Certification, or they may recommend a repeat year of help if progress is not satisfactory. Finally, the Mentoring Team will design and recommend a staff (executive) development program for the neophyte. The local board will support this career development effort by budgeting 10% of the administrator's salary for learning.

The Level II Certificate

The Level II Certificate will be the highest one required for most Oklahoma superintendents. It will be issued for 5 years and, as usual, will be renewable upon evidence of satisfactory service and continued staff development efforts. Admission to study for the Level II (and perhaps part of the design of the program) will rest on the recommendation of the Mentoring Team. A significant part of Level II work will be a required internship or a

series of planned summer experiences which must include a full orientation to all divisions of the SDE. Experiences planned by the State Department of Vocational-Technical Education will be a valued portion of the internship also, especially for superintendents of Area Schools.

Also incorporated in Level II requirements are 16-18 more hours of advanced study in both the technical and conceptual skill areas required of successful school superintendents. The mandated internship may account for a portion of these hours. The universities may find it possible to offer an advanced block-of-time and/or several series of field-based seminars as a part of this preparation. Throughout the period leading to Level II certification, the Mentoring Team will remain on call for further assistance as required by the new administrator.

The Level III Certificate

The highest (terminal?) level of certification will be Level III, which will be required only of those who wish to be superintendents in one of the 30 largest districts in Oklahoma. This level will require an earned doctors degree, including all preparation elements of the earlier two levels. To be specific, the holder of a Level III will have held a Level I including the assessment experience and the Mentoring Team assistance, plus a Level II incorporating an internship and orientation to relevant state government agencies. The Level III will be issued by the State for 5 years and will, again, be renewable upon evidence of satisfactory service and growth through executive development efforts.

Having survived all the preliminary screens and having served the state with distinction for a period of several years, the Level III Certificate

persons will be recognized as among the most prestigious and accomplished leaders in the profession. They will, of course, be prime candidates for Mentoring Team memberships, assessment center observers, internship supervision, and adjunct faculty memberships helping to teach blocks-of-time and other offerings. Further, these leaders should be polled annually with an urgent invitation to nominate promising aspirants for administrative posts with a leadership imperative.

An Emergency Clause

To quote an earlier Commission document, "Recruitment and Preparation of School Superintendents, "Now the time has arrived for. . .a positive plan of action for improving the preparation of school superintendents and for enhancing their image and roles as educational leaders." The discrepancies between what is current practice in recruitment, screening and licensure and what should be, based on best research and authoritative opinion from the field, are indeed substantial. There is no better time than now to work these proposals through the necessary revisions and to implement some form of them for the good of the state, the profession, and—most important of all—the students of Oklahoma's schools.

PREPARATION PROGRAM FOR OKLAHOMA'S FUTURE EDUCATIONAL LEADERS

Report Submitted
to the
Oklahoma Commission for Future Educational Leadership
Oklahoma State Department of Education

by

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INTRODUCTION

Designing a preparation program for future educational leaders is a worthy challenge. This challenging opportunity was given to Dr. John Seaberg, Professor of Educational Administration at the University of Oklahoma, by the Oklahoma Commission for Future Educational Leadership (OCFEL). The concept of a Commission originated with Dr. Leslie Fisher, State Superintendent of Public Instruction, in his concern that school superintendents be in the strongest position possible to meet the educational challenges of a rapidly changing society. In his charge to the Commission Dr. Fisher asked the members "to examine any aspect of school leadership they feel worth pursuing and particularly those aspects that aim toward the future of the superintendency" (Oklahoma Commission for Future Educational Leadership, Guiding Document, 1980).

To assist with program design and the development of a report for the OCFEL, Professor Seaberg enlisted Mr. Frank Brocato, Superintendent of the Geary, Oklahoma Public Schools; Mr. Greg Moss, Director of Personnel for the Edmond, Oklahoma Public Schools; and Ms. Susan Russell, Staff Development Specialist for the Oklahoma City Public Schools. In addition to being competent practitioners these three professionals were in the advanced stages of their doctoral programs in educational administration at the University of Oklahoma.

In developing the report the writers thought it best to establish some parameters to let readers know "where they were coming from." The report developers view the superintendency as challenging, demanding, complex, and dynamic. Further they agree with Knezevich (1975) that "the superintendency is the same in principle in a small school district as in a large; its duties are the same in a metropolitan area as in a rural community. In a system with a limited number of pupils and professional personnel, the superintendent of schools performs the functions of personnel officer, director of instruction, business manager, and public relations director, as well as of general

administrator. In a large school district the need for specialized assistants stems from the complexity and size of tasks to be performed rather than from a difference in the principles of administration" (p. 353).

While the management principles are the same regardless of school system size, the academic preparation level expectation differs significantly. This point first came to light when the initial American Association of School Administrators (AASA) study (1923) of the American School Superintendency made an observation that was prophetic in nature: "while more than average training does not guarantee the superintendent's employment in the larger and hence in the more remunerative positions, still it is an important factor in the equipment of those who occupy the higher positions, one which contributes to their success and one which is largely taken into account in their employment" (p. 20).

Announcements of superintendency vacancy increasingly state: "doctorate preferred." The larger the system the more likely it is that the superintendent has an earned doctor's degree. This is justified in the writers' view because the position of superintendent of schools is at least the equal in significance of any position in the community.

It is essential that recruitment and selection procedures for those to be prepared as superintendents be developed in concert with the programs designed to prepare them for the position. Importance must be placed on recruitment and selection because the selection of suitable superintendent candidates is equally as important as the program designed to prepare competent educational leaders. An associated report addressing this topic and recommended by the writers has been developed for OCFEL by Dr. Ken St. Clair of Oklahoma State University.

With some report background established the introduction section is concluded. Other sections of the report are as follows:

Review of Selected Literature

Superintendent Certification - State of the Art in Oklahoma

Selection/Development of Content to Prepare Future Educational Leaders

Selection/Development of Clinical Experiences to Prepare Future Educational Leaders

Summary

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Appendix

REVIEW OF SELECTED LITERATURE

The main reasons for reviewing the selected literature were to identify current research relevant to this investigation and assess its significance. By intent the reported review is brief but it was considered adequate by the writers for establishing the framework to design a preparation program for educational leaders i.e. school superintendents. The selected literature was classified into five categories which addressed the preparation of educational leaders. The categories included: superintendent work characteristics, superintendent preparation programs, administrator preparation program deficiencies, superintendent preparation program alternatives, and superintendent preparation program recommendations.

Superintendent Work Characteristics

Describing what administrators really do is not as easy as it sounds. In the first place, there have been relatively few observation studies of administrators. Second, even if there were more studies, observation of the overt behavior of administrators is subject to a number of limitations. For one thing, it remains with the observer to say what the behaviors mean. Moreover, much behavior, particularly the conceptual and judgmental aspects, may not be revealed in overt actions (Campbell, et al. 1983).

Mintzberg (1973) provided a breakthrough in the study of administration by describing the work on the basis of direct observation. It should be noted that he used only five cases, one of which was a superintendent of schools. Mintzberg was operating on the assumption that administrative work has much in common, regardless of setting. He concluded, among other things, that managerial work goes on at an unrelenting pace; that activity is brief and fragmentary; that live action is preferred over paperwork, and that much reliance is placed on verbal communication.

Ogawa (1979) interviewed twenty superintendents regarding the tasks they performed. He concluded that the analysis of superintendents' descriptions of the

day-to-day tasks they perform resulted in the identification of one major theme. Superintendents interact and communicate with staff members, members of boards of education, various elements in their communities, and state and federal agencies. This communication is largely characterized by: face-to-face contact, a two-way flow of information, and a tendency to communicate with socially and politically defined categories of participants (e.g., individuals who rank highest in organizational and political hierarchies, representatives of community and professional groups, and parents.

Willower and Fraser (1979) conducted telephone interviews with fifty school superintendents in Pennsylvania, focusing on how they felt about their work. Although what superintendents actually do must be inferred from the data, it seems clear that superintendents process considerable paperwork; that they give attention to ways of improving instruction; that they feel pressures from many groups; and that they are faced with many problems. Despite these job demands, most reported that they liked their work.

Feilders (1978) examined in depth the activities of one urban superintendent, Robert Alioto of San Francisco. For three days each week over a ten-week period Feilders shadowed the superintendent. Attention was given to where he spent his time, with whom, at whose initiative, and at what time. The study focused not only on the superintendent's manifest behavior, but on his thoughts, feelings, and intentions. The most obvious features of the superintendent's job were that the work week was long; he spent most of his time in the office meeting with staff members for brief periods of time; he initiated less than half of his activities; face-to-face communication was the main medium of interaction; discussion usually centered on personnel issues; and the main purpose of his activities was to process information.

Through a grant awarded by the National Institute of Education to the Center for Educational Policy and Management at the University of Oregon Pitner (1982)

conducted a study investigating the training of school administrators. She reported that their administrative work was characterized by: (1) a low degree of self-initiated tasks, (2) many activities of short duration, (3) discontinuity caused by interruptions, (4) the superseding of prior plans by the needs of others in the organization, (5) face-to-face verbal contacts with one other person, (6) variability of tasks, (7) an extensive network of individuals and groups both internal and external to the school or district, (8) a hectic and unpredictable flow of work, (9) numerous unimportant decisions and trivial agendas, (10) few attempts at written communication, (11) events occuring in or near the administrator's office, (12) interactions predominately with subordinates, and (13) a preference for problems and information that are specific (rather than general), concrete, se[illegible]e, and currently pressing.

According to the study's findings superintendents spend the majority of their time giving and receiving information (primarily about noninstructional issues), responding to requests for action, and attending to logistics and ceremonial activities. Less time is spent in decision making activities (i.e., strategy and negotiation). The dominant characteristic of superintendents' activities is constant communication.

Superintendent Preparation Programs

Preservice education is exclusively assigned to universities while other agencies including school districts, professional associations, state departments of education, as well as universities, provide inservice education for school administrators. There are three levels of school administrator graduate education with programs offered at the master's, intermediate (educational specialist degree and state certification), and doctoral degree levels.

Gregg (1969) noted that there is no general agreement among the program elements of a "comprehensive," "basic," or "essential" preparation commonly identified in the literature. Griffiths (1966) reported that the status quo program at the doctoral

level includes course work in educational organization and administration, curriculum, supervision, finance, school law, research, educational psychology, history and philosophy of education, the school plant, and personnel. This information is presented through formal instruction, which is characterized by much discussion, some simulation and case study, and limited field experience. According to Farquhar (1977) the doctoral programs follow a traditional preparation structure including a core of basic courses, a specified number of hours of required course work in educational administration, written and oral examinations to insure competency, the possibility of an internship, a formal dissertation, and, often, a residency requirement.

Mintzberg (1973) extracted from his study eight basic sets of managerial skills that might well be included in a preparation program for superintendents. They were as follows:

1. Peer skills. The ability to enter into and effectively maintain peer relationships.
2. Leadership skills. The ability to motivate, train, help, deal with problems of authority and dependence of subordinates.
3. Conflict-resolution skills. The ability to mediate between conflicting individuals and the decisional skill of handling disturbances.
4. Information-processing skills. Learn how to build informal information networks, find sources of information and extract what's needed, validate information, assimilate it and build effective mental models.
5. Decision-making under ambiguity. Ability to select an alternative from unclear possibilities.
6. Resource-allocation skills. Choose among competing resource demands and deciding how to allocate their own time.
7. Entrepreneurial skills. Search for problems and opportunities and the controlled implementation of change in organizations.

8. Skills of introspection. Be sensitive to his/her own impact on the organization.

March (1974) has suggested that the University might best develop the following five critical skills of analysis:

1. Analysis of expertise. Learn to manage the taking and giving of advice.
2. Analysis of coalitions. Learn how to build political coalitions including school boardmanship.
3. Analysis of ambiguity. Learn how to make decisions when consequences of alternatives are uncertain, goals are unclear, technology is uncertain, and alternatives are not evident.
4. Analysis of time. Allocation of time as a scarce resource.
5. Analysis of information. Learn the type of statistics most useful for administrative decision-making.

Farquhar (1977) reviewed developments from 1954 to 1974 in the training of school administrators and concluded that change had occurred in four areas. First, the focus of training had moved from delivering information about administrative tasks and processes to an emphasis on preparing practitioners to deal with major problems they may be expected to confront. Concurrently, the content of learning experiences was affected by the change from reliance on the insights of educational professionals to the incorporation of materials from a wide variety of disciplines. Second, the traditional lecture format had been displaced by "reality-oriented instructional methods," including workshops, seminars, computer programs, and more sophisticated supplementary field experiences. Third, students were more involved in determining what they would learn and the characteristics of students had changed, as women and racial minorities were encouraged to seek admission to administrator graduate programs. Fourth, the staffing of departments of educational administration had been altered. Professors training school administrators were "younger, better educated,

more liberal, less experienced (in terms of administrative practice), more diverse, and better accepted by academic colleagues.

On the other hand, a survey of faculty and doctoral students in 60 educational administration programs conducted by Nagel and Nagel (1973) indicate that few if any programs appear to have achieved the kind of "flexibility and individualization" described by Farquhar. Nagel and Nagel found that the kind of broadening of purpose and focus in preparatory programs in educational administration described by Farquhar did not seem to characterize the programs represented in their survey, for the orientation of the programs reported in this study was toward traditional, line administrative programs in public K-12 education and toward developing general rather than highly specialized knowledge and skills relevant to educational administration.

Disagreement about whether or not changes have occurred in the structure and content of administrator preparation programs is apparent. After a study of the three levels (master's, intermediate, and doctoral) of graduate programs, Davis and Spuck (1978) reported that programs are virtually undistinguishable in terms of methods of instruction, types of learning activities, and content of instruction (including administrative theory, leadership, school law, and decision-making). Graduate programs were also determined to be parochial: they attracted students from within their community, focused on local or state concerns, and placed five-sixths of their graduates within 100 miles of the university. This localism was most prevalent in master's degree programs. Most master's students attend college part-time and work full-time as teachers in public schools.

Seaberg and Parker (1979) reported the results of a needs assessment conducted to determine the ranking, by practitioners, of educational administration preparation program goal statements. Their sample of 314 consisted of 32 superintendents, 36 assistant superintendents, 66 secondary principals, and 100 elementary principals.

Fifty of these administrators worked in school systems of 100 employees or fewer, 56 worked in systems of 101 to 250 employees, 61 worked in systems of 251 to 400 employees, and 147 worked in systems of 401 employees or more. The goals and their rankings were as follows: (numbers without parentheses=total sample rankings) (numbers in parentheses=superintendents' rankings)

Rank	Goal
1 (2)	Develop competence in selection, development and evaluation of personnel
2 (5)	Develop an understanding of the legal responsibilities of administrators
3 (1)	Develop an understanding of decision making processes
4 (4)	Develop competence in public relations
5 (6)	Develop competence in dealing with groups
6 (12)	Develop an understanding of instructional supervision concepts
7 (7)	Develop commitment to ethical administration
8 (9)	Develop an understanding of administrative theory
9 (14)	Develop competence in applying theory to the practice of administration
10 (16)	Develop an understanding of current trends in curriculum development and instructional strategies
11 (3)	Develop an understanding of the budgeting process and financial reporting
12 (11)	Develop an understanding of the concepts and process of instructional program evaluation
13 (21)	Develop an understanding of current trends in human learning
14 (24)	Develop competence in working with students under the frameworks established by State and Federal regulations
15 (13)	Develop an understanding of the roles of local, state, and national governments in the financing of education
16 (8)	Develop an understanding of taxes and how they relate to educational finance

17 (10) Develop an understanding of the nature and use of community and other power networks

18 (23) Develop an understanding of the work of the administrator through participation in the field with selected practitioners

19 (18) Develop an understanding of the nature of organizations

Rank	Goal
20 (15)	Develop an understanding of sociological factors relating to education
21 (28)	Develop an understanding of the administration of education from nursery school through continuing education in the United States
22 (29)	Develop an understanding of the economics of education
23 (22)	Develop an understanding of cultural factors relating to education
24 (20)	Develop competence in collective negotiation
25 (17)	Develop competence in dealing with news media
26 (27)	Develop an understanding of the nature and extent of governmental agencies and special interest groups that relate to education
27 (30)	Develop an understanding of the current research in educational administration
28 (19)	Develop an understanding of the remodeling, maintenance, and management of physical facilities
29 (25)	Develop an understanding of the design and construction of physical facilities
30 (26)	Develop an understanding of decision making tools such as flow charts, pert, MBO, PPBS, MIS, etc.
31 (33)	Develop understanding of systems theory
32 (35)	Develop an understanding of the organization of education in the United States

33 (31) Develop an understanding of the skills needed to conduct research in educational administration

34 (32) Develop an understanding of political systems and processes

35 (34) Develop an understanding of the use of computers both in the operation of educational institutions and in the decision making process

36 (36) Develop an understanding of the historical evolution of education in the United States

This goal rankings reported by Seaberg and Parker (1979) could be used as part of the framework to design a preparation program for superintendents in Oklahoma.

Administrator Preparation Program Deficiencies

Culbertson (1969) suggested that since we lack substantial research to verify the effectiveness of various programs, we must rely on the sentiments of practitioners and the observations of scholars to evaluate them. Wolcott (1973) pointed out that complaints about formal graduate studies in educational administration are legion among school administrators.

Researchers have examined the possible sources of administrators' discontent with their graduate education. Bridges (1977) concluded that graduate training was dysfunctional in the preparation of school administrators. He reported the following:

1. The managers work day is characterized by a continuous series of brief, disjointed, verbal encounters with a variety of people seeking solutions or responses to a multitude of contingencies. School administrators are fequently interrupted and often face situations demanding quick decisions. Academic programs, on the other hand, require aspiring administrators to spend long hours alone reading, writing, and contemplating potential solutions to problems.

2. Academic training, relating to conflict management, results from the student's transition from a subservient position in the university hierarchy to a superordinate position in the public school hierarchy.
3. Administrators typically depend on face-to-face communication to accomplish their work. They gain valuable information through the nonverbal cues present in interpersonal communication. On the other hand students are trained in an atmosphere that emphasizes written communication and often their success is determined by writing ability.
4. A final area of discrepancy pointed out by Bridges dealt with the emotional content of the work place. Feelings are largely irrelevant in a graduate program setting, which stresses the value of ideas and rationality. School administrators often perform in a less temperate climate. Angry parents, excited students, and aroused employees may combine to overload administrators with emotional barrages. Periods of calm may be interrupted by emotional outbursts that are not amenable to rational disposition. Yet administrators are expected to remain calm and rational.

Pitner (1982) suggested that while Bridges was quick to point out the discrepancies between graduate training and administrator work, he failed to recognize important similarities. Students are trained in an environment of ambiguity and uncertainty over which they feel they have little control. Most tasks are initiated by others. Students often receive little systematic feedback and evaluation of their work except at times of important transitions. They are told when they make "wrong moves" but not what the "right ones" are. Bridges alluded to the isolation of the graduate student, but failed to recognize the "lonely-at-the-top" phenomenon and the isolated feeling of the superintendent who has no occupational peer in the entire community. While these elements are not the explicit content of graduate training, they appear to be a hidden curriculum.

According to Pitner the complaints of practitioners are that graduate faculty have not had experience as line administrators in public schools, that university programs do not provide the opportunity for applying theoretical knowledge to actual situations, that the theory itself is too often irrelevant or tangential to real world needs, and that the practitioners are not used in teaching and course development. Thus, practitioners are critical consumers and scholars are critical observers of university training in educational administration.

Reller (1982) pointed out that the development of schools of education and educational administration in the university has not been smooth. Many factors are related to this uncertain or unsteady development, including: the development of education as a profession; historical factors related to the preparation of teachers and administrators; the changing market forces; the responsibility of the school of education for teacher education in relation to that of other schools and departments of the university; the necessary bridges within and to those outside the university; the conflict between arts and sciences principles and a professional school.

Smith (1980) traced the development of schools of education and noted various deficiencies as professional schools. He stated that many schools of education in universities are dual purpose, "trying to amalgamate the requirements for research degrees with those for practical competence." Further, "The most common characteristic...is that their clinical work is largely under the control of, and carried on by, the public schools whose personnel are unprepared to train teachers." The schools of education are torn between the pursuit of "academic respectability" and demands for the preparation of "efficient and capable personnel." In the effort to achieve two purposes at once, "colleges of pedagogy have been unable to realize either...Pedagogy is in a stalemate. Neither the demands for research nor the practical requirements of the profession have been met." Smith called for new clinical facilities, the community as a laboratory, recognition that the problem of pedagogical

education "is not the lack of knowledge so much as the lack of will to institutionalize an effective program of pedagogical education."

Reller (1982) suggested that developments regarding the production of new knowledge and its dissemination and the preparation of educational personnel demand new levels of collaboration among a growing number of relevant actors. What shall be the role of: the profession, state and local school systems, educational laboratories, universities, and state and federal government? He contended that while new knowledge regarding administration is to be sought and cherished, the shortcomings of the field of educational administration can be attributed more to deficiencies in clarity of mission, instructional arrangements, programs and instruction than to lack of knowledge. According to Reller the aforementioned matters can be approached organizationally in different ways. Development within the school of education can occur in close collaboration with (1) schools, school systems and communities; (2) basic disciplines and related professional schools within the university; (3) the profession; (4) educational laboratories or research centers; (5) other colleges and universities involved in research and administrator preparation in the area. He advised that a major element related to success is the extent and quality of collaboration. It may take various forms involving collaborated planning and conduct of programs (preparation and research), negotiated agreements, exchange of staff members. Collaboration may be both the most necessary and promising procedure and the most difficult -- given the nature of authority in the university (personalized, collegial, professional, bureaucratic, and political).

Superintendent Preparation Program Alternatives

Educational administrators are often critical of the practicality of programs designed to prepare them to address the problems they confront. In dealing with this issue Griffiths (1977) saw two issues in the preparation of school administrators: Should administrators be trained solely in bona fide universities? and Should

preparation programs be shaped in the competency mode? It is recognized that the interest in alternative training programs at the pre-and inservice level is increasing and that this interest is the result of a desire to bridge the gap between the knowledge and skills that practitioners possess and those they are thought to need. He suggested that nonresidential universities which offer EdD programs in educational administration, such as Nova, claim to emphasize experience-based learning. They appear to have widespread appeal for practitioners, but they are not highly regarded by the academic community. These programs are obviously different from university doctoral programs: they have no faculty in residence, no research libraries, and no campuses. The candidates can earn a doctorate in their own living rooms with the minor inconvenience of attending classes for two weeks at Nova in Florida and meeting monthly with small groups of administrators in their area to work on their practicums. Leaders in the field of school administrator training remain skeptical of the ability of such programs to produce graduates of a caliber equal to traditional training methods.

Clinical training strategies, often performed in field settings, are proposed by some as more relevant alternatives to traditional academic preparation. A widely recognized clinical strategy is competency-based training which has been described as the presence of characteristics or the absence of disabilities which render a person fit, or qualified, to perform a specified task or to assume a definite role (McCleary, 1978).

Licata (1980), evaluated an inservice clinical training program, observed that school administrators approved of training models based on the problems and tasks they face. Specifically, school leaders perceived school problem-solving as central to their role in the educational organization. They perceived clinical training alternatives as being more relevant to school problem-solving than is traditional academic training. Licata concluded that, overall, administrators tend to perceive clinical

training programs as being at least as relevant as traditional academic preparation programs to the performance of the school administrator role.

Reflecting upon the preparation of administrators, March (1973) expressed the viewpoint that the advantage of the university in the training of administrators is primarily in the intellective domain. Nonuniversity individuals and agencies might more appropriately train administrators in the less cognitive, but still essential, skills.

The Educational Research Service (ERS) (1974) conducted a survey to determine the types of inservice training programs being offered to administrators, the amount of time and money devoted to such programs, the variety of techniques used to evaluate the programs, and the source of responsibility for planning and directing administrator inservice training at the school district level. Approximately two-thirds of the 598 school districts responding to the ERS survey provided inservice training for administrators. Administrators in responding districts were most likely to participate in programs run completely by their own school distict. Lower levels of participation were reported for programs directed by the district but sponsored by professional organizations, commercial firms, private consultants, or university-based programs. The four most widely used types of program organization were conferences, seminars, visitations to other school districts, and training sessions by professional organizations. Simulation games were reported least often. Almost two-thirds of the responding school districts did not provide salary or academic credit for participation in inservice programs but nine out of ten offered training during regular working hours for a median number of five days per individual administrator.

Based upon a review of school administrator inservice programs Pitner (1982) suggested that a list of common elements could be constructed. She reported the programs appeared to be related to the specific content of the job. The inservice curriculum was characterized by short, intensive, and fragmented sessions on topics that were often identical to the names of courses in graduate programs. The content

was divided into small pieces of information that were in relative isolation from one another and there did not appear to be an accumulation of knowledge or skills. Some programs relied on traditional instructional methods while others employed discovery learning techniques.

Superintendent Preparation Program Recommendations

In dealing with the substance of programs for the preparation of educational leaders Goldhamer (1982) suggested finding a synthesis of six elements all of which are designed directly to affect practice in the field. They are as follows:

1. There is a need to develop the substance of educational leader preparation programs on as sound a scientific basis as is humanly possible. More than anything else, students who are preparing to be educational administrators must be well grounded in that knowledge as users and implementers -- as designers and engineers -- rather than as researchers and theoreticians per se.

2. There is a need to place emphasis upon the applicative aspects of management scientific knowledge, research, and theory. The people certified to manage schools must be knowledgeable of how to apply, how to use, how to test new ideas and information in the furtherance of their leadership responsibilities.

3. Closely associated with the applicative aspects of preparation must be the clinical component. There was a time when internships and field experiences were emphasized. With the educational administration student body now predominantly part-time and attempting to maintain full-time employment besides attending college, with professor teaching scheduled in late afternoon, evening, or weekends, and with students spending very little time on campus, even though the myth of residency prevails, there is little opportunity for a program of studies to include anything but the taking of courses. Professors learned some things from prior experience which are not now applied. Preparers

of educational administrators discovered that students benefited by systematic observation and participation in several field settings rather than just one internship period. They also learned that students needed "synthesizing" opportunities to draw together their experiences, to compare them with the knowledge base, to analyze the nature of the situation and develop the plans and strategies indicated by their knowledge and likely to be relevant to the situation.

A great need of the educational leader today is to be trained as a clinician. All professional fields have to face the fact that knowledge is not automatically transferred into guides for practice. Most people in human service professions need to learn how to develop skill in applying the correct knowledge to the right situations. As clinical practitioners of administration, they should be able to identify problems, diagnose dysfunctionalities, prescribe remedies, and evaluate for the achievement of desired outcomes.

4. An educational administrator ought to be a specialist in teaching and learning and be particularly capable of identifying those factors which foster effectiveness in teaching and learning. The truly capable educational administrators are those who know how to structure relationships in the schools and make decisions which aid the educational functions of the schools.

5. Educational leaders should know the realities of the society in which they have to provide direction to the education of all ages. Irrespective of what the individual political, religious, or philosophical inclinations might be -- and there is as much diversity in our profession as exists in the world about us -- there are some basic phenomena about which educational administrators need to have considerable knowledge and understanding. We live in an activist, pluralistic, and culturally diffuse society. We live amidst world conditions which breed insecurity, anxiety, fear, and alienation. We live in a social milieu in which some children never learn to cope. We live among diversities of religious beliefs and

demands made upon children as well as adults. We live among conditions which breed aspirations for possessions and participation in activities but do not always provide the means to enable individuals to fulfill their aspirations. The educational leader who is to be more than a housekeeper of the school must know about these and all other realities of our age.

6. Educational leaders must make provision for the study of the ethical principles of administration and the values of the administrator. As in all professions, there are some principles of the ethics of practice which are the canons of probity for the professions. Much of the preparatory program revolves around the application of those principles.

Hills (1983) using medicine as the prototypical case of a well developed applied profession emphasized that the problems of medical practice, which constitute the clinical focus of the profession, are defined in relation to the conception of the desirable state of the object of clinical interest, i.e., individual person as a physiological entity. He pointed out that the medical case is a useful example for the preparation of educational administrators. It illustrates with particular clarity at least four senses in which the clinical focus is significant to an applied profession.

1. The first sense is in specifying clearly what it is the practitioner is being prepared to do, or the range of problems which preparation programs should equip him or her to solve. Physicians, of course, are prepared not simply to minister to the ill, but to solve a variety of quite specific problems of health and illness.

2. The second sense of significance follows from the first. In specifying the kinds of problems that practitioners are to be equipped to solve, the focus provides criteria for the determination of what knowledge is relevant, and to be mastered as a qualification for admission to practice. In medicine knowledge is mobilized selectively from a variety of disciplines, and from clinical experience

and research, in terms of its relevance to the solution of the problems of practice.

3. Once selected, knowledge must be organized in some manner. The solution of practical problems requires the mobilization of knowledge from a number of sources. In the well developed cases, the knowledge of the applied professions is highly systematized and it is the problems of practice which provide the basis for that systematization.

4. The clinical focus has significance for an applied profession by providing an answer to the question, "What are the most important research questions to be answered?" Whatever balance a particular field may strike between "basic" and "applied" research at a particular time, the ultimate concern of the applied profession is finding and implementing solutions to clinical problems.

Although Hills (1983) suggested that the medical case was useful he concluded that the need in educational administration is very different from the situation in medicine. Educational Administration has no clearly articulated, widely agreed upon clinical focus. And that means we have neither a clearly articulated, widely shared definition of the object of clinical interest, a conception of its desirable state, nor a range of common problems. Medical practice is concerned primarily with the treatment of disease, not with the maintenance or promotion of health. Administration, on the other hand, at least as commonly conceived in its desirable form, is very much concerned about the maintenance and promotion of organizational effectiveness. Recognition of that fact leads to the suggestion that, like some nursing training programs which are based on a holistic conception of treatment, administrator preparation programs should include a focus on the maintenance of essential functions as well as on the solution of specific problems.

He further concluded that what is next in the preparation of educational leaders was not likely to be very different from what's extant. He justified that conclusion by

referencing a set of conditions which were held to limit our capacity to design and implement preparation programs that are demonstrably effective in improving the profesisonal competence of administrators. These limiting conditions included: (1) aspects of the nature of administrative practice; (2) lack of tested problem solutions, valid, relevant and useful empirical generalizations, and valid theoretical principles; (3) lack of knowledge relevant to the design and implementation of preparation programs, and; (4) lack of differentiation of departments of educational administration from the academic disciplines.

After an examination of the futurist literature, Cunningham (1983) concluded that the future educational leader will require many of the skills that current leaders or those of the past utilized. Goal setting and purpose defining, planning, organizing, climate setting, trust building and maintaining are examples of traditional leader skills. They remain very important but we already know about them.

Instead emerging skills are emphasized. Cunningham indicated that there are eight. They are as follows:

1. Focusing Upon the Present and Future Simultaneously -- the leader will need to possess the following: (1) a capacity to distinguish between and among those things that require short, medium, and long range planning or attention; (2) the ability to sense the rates of change and how much lead time is required to plan, anticipate, or otherwise respond to change; (3) the practical art of keeping followers attention riveted on the future long enough so that people arrive at a shared sense of what the future portends before they conclude in its regard or retreat to the temporary comfort of reexamining the present; (4) a rational framework for thinking and planning that is comprehensive but at the same time simple enough to be practical; (5) toughness in regard to the task that must be done and unwaivering commitment to the task and its importance; (6) the ability to work back from agreed upon institutional goals and objectives in order to put

in place all that is necessary to achieve those objectives; and (7) the ability to lead in environments saturated with emotion, often stimulated by new high technologies.

2. Bridging Between and Among Many Sectors of Interest — in response to the intensifying complexity that marks current society as well as the one that is emerging leaders will need to lead in more than one arena simultaneously. Leaders within education will, if they hope to succeed, branch out and become active in other areas of civic interest and responsibility.

3. Mixed Scanning, Monitoring, and Interpreting Events -- scanning combines the collection and processing of information with the process of making choices. Mixed scanning involves simultaneous review on at least two levels, one micro, the others macro. Macro scanning focuses upon data that treat larger problems and issues that are more complex. Such problems and issues do not yield to micro scanning approaches which are more incremental and mechanistic. Effective leaders are more likely to use mixed scanning because it more nearly fits the requirements of a changing society.

4. Adapting to Sustained Changes -- addresses the need for leaders to adapt to changing conditions and to accept an uncertain future. Adaptation skill applies as well to the incorporation of advanced technologies of all sorts in leader performance. Computers appear to have nearly unlimited application to decision making and problem solving. Word processing, interactive television, home communications centers, networking, and rational systems in abundance are contemporary technologies available to leaders.

5. Appraising Environments -- skill in appraisal is a higher order talent than evaluation or assessment which are more technical in nature. To appraise is to judge and to place a value upon institutional performance. It is to step back from, or rise above the day to day life of an enterprise and pass judgment on a

range of matters, including a self-estimate of the leader's own performance. Accountability will be demanded in the near future even more than it is now. Educational leaders will be expected to exhibit competence in assuring constituencies that institutions are meeting expectations. New techniques to aid in appraisal can be developed.

6. Utilizing Intuition -- the leader's challenge is to "harness intuition." Vaupel (1974) lists intuition among a range of decision making methods available to leaders. He writes that "most of the decisions made consciously are made on the basis of a virtually instantaneous process which is commonly called 'intuition' or 'snap judgment' and 'wholistic response.'" Michael (1973) admits to the significance of intuition and argues that we shall have to depend on highly imaginative ideas that have little if any support in "hard" data and reliable theory. He sees these imaginative ideas deriving from feelings, intuition, and hunch. He also admonishes persons to exercise caution in the use of intuition lest subordinates lose faith in the strength and soundness of decisions formed through intuitions.

7. Decision-making Policy Development Skills -- leaders of the future will require the ability to develop decision-making policy. Policy regarding decision-making will become more and more crucial from this day forward. Forrester (1962) advised that the managers that will be in demand, those that will command the highest salaries will be those that can lead in the development of information policy and decision making policy. "He is the one who will be able to work with the way information sources and decision-making policy at each of the many points throughout the organization combine to create desirable results."

8. Managing symbols -- attitudes and perspectives, points of view, feelings of confidence or lack of confidence develop among followers or persons who fall within the orbit of a leader's influence. These attitudes and points of view, these

feelings are the result of a host of observations and impressions that accrue over time. Some result from personal associations with leaders, some from written communications, from rumors, from the media, from second, third, and fourth hand accounts, and from simply seeing the leader at a distance, maybe at a public event of some sort.

Leaders of the future will need to understand the myriad ways that his or her leadership is projected, including its directions (upward and downward within an organization as well as outward into the community). They will need to know as well the means through which leadership is personified and symbolized.

Another important aspect of symbol management rests with the perquisites of leadership roles. Leaders now and as far as one can project into the future will have to give assiduous attention to such things as conflict of interest, expense account management, credit cards, and telephone utilization.

The American Association of School Administrators (1982) has published guidelines for the preparation of school administrators. They contend that all educational administration students should be able to demonstrate competencies related to each of seven identified goals. They are as follows:

1. School Climate Improvement Program -- Designing, implementing, and evaluating a school climate improvement program which includes mutual efforts by staff and students to formulate and attain school goals. This competency includes:

    a. human relations, organizational development, and leadership skills;

    b. collaborative goal setting and action planning;

    c. organizational and personal planning and time management;

    d. participative management, variations in staffing;

    e. climate assessment methods and skills;

f. improving the quality of relationships among staff and students to enhance learning

g. multi-cultural and ethnic understanding;

h. group process, interpersonal communication, and motivation skills.

2. Political Theory and Skills -- Understanding political theory and applying political skills in building local, state, and national support for education. This competency includes:

a. school/community public relations, coalition building, and related public service activities;

b. politics of school governance and operations;

c. political strategies to pass bond, tax, and other referenda;

d. lobbying, negotiating, collective bargaining, power, policy development, and policy maintenance skills to assure successful educational programs;

e. communicating and projecting an articulate position for education;

f. role and function of mass media in shaping and forming opinions;

g. conflict mediation and the skills to accept and cope with inherent controversies.

3. Systematic School Curriculum -- Developing a systematic school curriculum that assures both extensive cultural enrichment activities and mastery of fundamental as well as progressively more complex skills required in advanced problem solving, creative, and technological activities. This competency includes:

a. planning/futures methods to anticipate occupational trends and their educational implications;

b. taxonomies of instructional objectives and validation procedures for curricular units/sequences;

c. theories of cognitive development and the sequencing/structuring of curricula;

d. development/application of valid and reliable performance indicators for instructional outcomes;

e. use of computers and other technologies as instructional aids;

f. development/use of available cultural resources.

4. Instructional Management System -- Planning and implementing an instructional management system which includes learning objectives, curriculum design, and instructional strategies and techniques that encourage high levels of achievement. This competency includes:

a. curriculum design and instructional delivery strategies;

b. instructional and motivational psychology;

c. alternative methods of monitoring and evaluating student achievment;

d. management of change to enhance the mastery of educational goals;

e. applications of computer management to the instructional program;

f. use of instructional time and resources;

g. cost-effectiveness and program budgeting.

5. Staff Development and Evaluation Systems -- Designing staff development and evaluation systems to enhance effectiveness of educational personnel. This competency includes:

a. system and staff needs assessment to identify areas for concentrated staff development and resource allocation for new personnel;

b. use of system and staff evaluation data in personnel policy and decision-making;

c. appraisal of the effectiveness of staff development programming as it affects professional performance:

d. using clinical supervision as a staff improvement and evaluation strategy;

e. assessment of individual and institutional sources of stress and development of methods for reducing that stress.

6. Allocating Resources -- Allocating human, material, and financial resources to efficiently, and in an accountable manner, assure successful student learning. This competency includes:

a. facilities planning, maintenance, and operation;

b. financial planning and cash flow management;

c. personnel administration:

d. pupil personnel services and categorical programs;

e. legal concepts, regulations, and codes for school operation;

f. analytical techniques of management.

7. Using Research -- Conducting research and using research findings in decision making to improve long range planning, school operations, and student learning. This competency includes:

a. research designs and methods including gathering, analyzing and interpreting data;

b. descriptive and inferential statistics;

c. evaluation and planning models and methods:

d. selection, administration, and interpretation of evaluation instruments.

8. Intuitive Information Processing (added by the writers)—content in this area is in agreement with Naisbitt's (1982) view that previous institutional dependency has shifted to greater self reliance: that informal networking functions are more effective than the traditional hierarchial structures: and that

personal choices, through increased use of computers, have expanded multiple options.

a. most of the decisions made consciously are made on the basis of a virtually instantaneous process which is commonly called "intuition" or "snap judgment," and "wholistic response" (Vaupel 1974).

b. leaders shall have to depend on highly imaginative ideas derived from feelings, intuition, and hunch, that have little if any support in "hard" data and reliable theory (Michael 1973).

c. leader preparers should search for better means to simulate in the classroom the reality of decision-making under ambiguity, and to teach prescriptions which match the complexity of this reality (Mintzberg 1973).

The five categories constituting the review of selected literature have been presented. The section which follows deals with the current status of superintendent preparation in Oklahoma.

SUPERINTENDENT CERTIFICATION - STATE OF THE ART IN OKLAHOMA

In the State of Oklahoma the issuance of a standard superintendent's certificate is the dual responsibility of the State Department of Education and one of state's comprehensive universities (University of Oklahoma, Oklahoma State University, and Tulsa University). In most cases, the university recommends the candidate for certification and the State Department of Education then issues a provisional or standard superintendent's certificate based on the university's recommendation.

The one exception to this process relates to the applicant coming into Oklahoma from another state. Out-of-state candidates must meet all of the requirements for certification that in-state candidates meet, but do not have to be recommended by one of the in-state comprehensive universities. These candidates must meet the following to receive Oklahoma Provisional Superintendent Certification:

(1) Must have met the minimum requirements of a university that recommends certification for the Superintendency in their own state. This minimum requirement is verified by the person possessing a superintendent's certificate valid in his/her home state.

(2) Must have a "back-up" teaching certificate valid in his/her home state. This may be a temporary, provisional or standard certificate.

(3) Must be able to verify a minimum of two years teaching and/or administrative experience.

The in-state candidate for the superintendent's standard certificate must first obtain a provisional certificate. A provisional certificate may be recommended by one of the regional universities, for example (Northeastern, Southeastern, Southwestern) as well as the three comprehensive universities. General requirements to obtain a provisional superintendent's certificate are as follows:

(A) Possess a valid Oklahoma Teaching Certificate,

(B) Possess a Master's Degree,

(C) A minimum of two years of teaching experience,

(D) A program to include not fewer than eight semester hours of work at the graduate level in school administration and professional education with a minimum of one course from each of the following groups:

Group 1 - General school administration, including purposes of modern public education,

Group 2 - Organization and supervision of the elementary and secondary school,

Group 3 - Determination and construction of curricula for elementary and secondary schools,

Group 4 - Measurements, statistics, and evaluation appropriate to general school administration,

Group 5 - Specialized phases of administration, such as law, school finance, school buildings, public relations, school survey techniques, and program planning, (SDE check sheet, Application for Administration Certification.)

The Standard Superintendent's Certificate, as previously stated, is recommended by The University of Oklahoma, Oklahoma State University, and Tulsa University. The general requirements to obtain a standard certificate are: (1) A valid Oklahoma Standard Teaching Certificate; (2) Hold or have held an Oklahoma Provisional Superintendent's Certificate; and (3) A minimum of one year's experience as a district-wide administrator.

The requirements in course work for the standard certificate include a minimum of thirty (30) hours above the Master's Degree. A core of courses are offered and the suggestion is that the candidate uses these courses as an entry point into the preparation program. A comparison of courses required and offered at the 3 universities is as follows:

OKLAHOMA COMPREHENSIVE UNIVERSITY PREPARATION PROGRAM COMPARISON (Figure 1)

University of Oklahoma

Required

EDAD 5213 Social Sciences and Educational Administration

EDAD 5223 Administrative and Organizational Theory

EDAD 5233 The Organization of Education

EDAD 5243 Managing Educational Institutions

EDAD 5910 Practicum in Educational Administration

EDAD 6242 Education and the Law

EDAD 6252 Financing Education

EDAD 6272 Personnel Administration in Education

Two of the Following:

EDAD 6212 Evaluation of Educational Institutions

EDAD 6222 Policy Analysis in Education

EDAD 6262 Educational and Community Relations

One Course From Each Area Below:

Educational Foundations
Educational Psychology
Building Level Administration
Curriculum Development
*Exceptional Child

Tulsa

Required

Standard Principal's Certificate

EDLE 8426 Internship/Superintendency

EDLE 8433 Legal Aspects of School Administration

EDLE 8443 School Finance

Electives as Needed

*Exceptional Child

*Required for all school certificates in Oklahoma

Oklahoma State University

Required

EAHED 5813 Fundamentals of Public School Administration

EAHED 6243 Organization and Administration of Education

EAHED 6263 Supervision

EAHED 6453 Legal Aspects of Education

EAHED 5833 Fundamentals of Finance and Business Management

CIED 5053 Fundamentals of Curriculum Development

CIED 5122 Curriculum in the Secondary School

CIED 6113 Curriculum of the Elementary School

Additional Courses in Each of The Following Areas:

Statistics - 4 hours

History/Philosophy of Education - 5 hours

Behavioral Science - 10 hours

Administration - 3 hours

Research - 3 hours

*Exceptional Child

The mandates of House Bill 1706 have increased the requirements for the standard superintendent's certificate. House Bill 1706, designed to improve education in the state, mandates that anyone receiving their Bachelor's Degree or completing an approved program after February 1, 1982 must take and pass a competency test in each area of certification.

Possibly through an oversight on the part of the legislature, this requirement in the law will not affect the superintendency in the state for quite some time. Traditionally, candidates for the superintendency are drawn from the teaching, principal, and central office ranks. In most cases, those people were certificated prior to February 1, 1982, and consequently are "grandfathered" from having to take the superintendent's competency examination.

The competency examination will play an important role in the certification of future superintendents and will quite possibly affect those in the preparation program for superintendents. The competency examination is a pass/fail examination with a minimum competency of 70% considered as passing. The examination is divided into four sub-areas. These are as follows: (1) Development, Organization, and Control of Public Education; (2) Personnel Administration and Leadership in Administration and Leadership in the School Superintendency; (3) Finance and Business Administration in the School District: and (4) Planning for School Facilities and Programs. Each sub-area of the examination is comprised of a list of objectives which identify the skill and learning level (i.e. anlayze the role, identify procedures, demonstrate an understanding) required by each objective. (See Appendix for General Examination and Objectives.)

The impact of the competency examination and the emphasis placed on some of the skills it measures might be discerned by reviewing the agenda (See Appendix) of the New Superintendent's Training Seminar sponsored by the State Department of Education held during the summer of 1983. A quick review of the agenda

demonstrates that first of all the Superintendent is a "Generalist" who is responsible for a wide range of activities. A closer observation indicates that major areas of concern, at least by the State Department of Education, are in the areas of school law, finance, and federal programs (which to some extent means an understanding of both law and finance). Emphasis in these areas might also be observed by reviewing the objectives of the competency examination. Curriculum, supervision, responsibility for instruction, and the measurement/evaluation of educational programs, although accounted for in the preparation programs offered by the universities, does not seem to carry equal weight with managing the more "practical aspects" of the superintendency which fall under the headings of school law and finance.

In the September 15 meeting of the Professional Standards Board new criteria were adopted for the certification of the superintendent. In reviewing these revised criteria (See Appendix) changes have been identified. Those being proposed are as follows:

(1) Part II, A, 3. The applicant is required to have had two years of teaching experience and two years supervisory or administrative experience. This is an increase of one year administrative experience.

(2) Part II, a, 5. The applicant is still required to have a full year's experience as an assistant superintendent or superintendent under the provisional certificate. It is assured this is in addition to the above 2 years experience in a supervisory/administrative role.

(3) Part II, a, 8. Graduate credit shall include at least one course in each of the following:

(a) Development, Organization and Control of Public Education

(b) Personnel Administration and Leadership in the School Superintendency

(c) Finance and Business Administration in the School District

(d) Planning for School Facilities and Programs

(e) Supervision and Evaluation of Instruction of Special Programs

(f) Legal Aspects of Public Education

Examining the list of graduate credits required indicates that requirements do coincide with the sub-areas listed on "Field 24: School Superintendent General Examination." Thus, an effort is being made to expose superintendent candidates in their preparation course work to the competencies/skills on which they will be tested in the competency examination. In addition, these candidates are also exposed to the supervision and evaluation of instruction of special programs, which would cover to a large extent federal programs and the ever-present "School Law" in legal aspects of public education.

Candidates for the provisional certificate (II, B, 3) are required to have one year of supervisory or administrative experience. The provisional certificate candidates must also pursue course work that develops competencies measured by the "School Superintendent's General Examination." The applicant for the provisional superintendent certificate will be required to pass the General Examination as outlined in II, B, 6. It is assumed that this requirement is applicable only to those candidates who completed certified teacher preparation programs after February 1, 1982.

The final revision comes in Part II, C. Vocational Administration Endorsement which states: "In order to qualify for the Vocational Endorsement, a course in Organization and Administration of Vocational-Technical Programs must be completed in addition to the minimum certificate requirements for the School Superintendent Certificate."

In the December 14 meeting of the State Board of Education these criteria were rejected as presented and referred back to the Professional Standards Board for further study. The major area of concern was not over recommendations made toward improving the superintendency but with increased standards for classroom teachers.

Current Guideline Trends for Educational Leader Preparation

> "Born of tensions, the role of the superintendent continues to be modified by them. As did his/her predecessors, today's superintendent becomes the focal point of severe and conflicting demands upon the schools. He or she will do well to realize that today's superintendency will be modified by these pressures just as it has been reshaped continuously in the past. Even a casual examination of American education history cannot fail to emphasize the part that stressful change has played in the evolution of the public school" (p. 39).

This statement was written more than thirty years ago by the American Association of School Administrators (1952) in its study of the American School Superintendency. It is more descriptive of the superintendency now, than at the time it was written. Successful administrators have had to acquire skills in coping with the mecurial demands placed upon schools and how they are managed. Their training has provided some of the knowledge and skills needed, whether the training was in educational administration or some other field; careful observations provide a great deal of it; and some of it comes out of in-house administration research from some of the large school systems (Goldhamer, 1982).

Certainly, the outside pressures and demands are increasing rapidly. Educators had not even begun to absorb the impact of A Nation at Risk (1983) when Megatrends (Naisbitt) became widely circulated. Naisbitt (1982) provides a context in which to consider planned educational change, including preparation of administrators. He states that America is making a transition from an industrial society to an economy and culture based upon the "high tech/high touch" information age. An age where the status of an individual is less important than the knowledge an individual possesses. There is a new emphasis on decision making from the bottom up, greater utilization of participatory management and decentralized governance. The whole structure is changing: previous institutional dependency has shifted to greater self reliance; informal networking functions more effectively than the traditional hierarchial structures, and personal choices have expanded to multiple options.

Are superintendents prepared for the transition? What will future superintendents need to manage school systems effectively? Paralleling Megatrends, In Search of Excellence (Peters and Waterman, 1982), looks at successful corporations who have succeeded in thriving during this period of transition. Future preparation programs should consider their findings when looking at planned educational trends. Peters and Waterman (1982) found that the successful companies all shared certain characteristics in common; "...the excellent companies were above all brilliant in the basics. Tools didn't substitute for thinking. Intellect didn't overpower wisdom. Analysis didn't impede action.... They listened to their employees and treated them like adults...." When the environment changed, the companies changed, they were innovative. The authors compiled a list of eight characteristics for successful management:

1. A bias for action, for getting on with it. The companies may be analytical in their approach to decision making, they were not paralyzed into inaction by that fact.
2. Closeness to the customer. These companies learn from the people they serve by listening intently and regularly.
3. Autonomy and entrepreneurship. The innovative companies foster many leaders and innovators throughout the organization. They encourage practical risk taking and support good tries.
4. Productivity through people. The excellent companies treat the rank and file as the root source of quality and productivity gain.
5. Hands on, value driven. The basic philosophy of an orgnization has more to do with its achievements than do the resources.
6. Stick to the knitting. The odds for excellent performance seem to strongly favor those companies that stay reasonably close to the business they know.

7. Simple form, lean staff. The underlying structural forms and systems in excellent companies are simple: Top level staffs are lean.

8. Simultaneous loose-tight properties. The excellent companies are both centralized and decentralized. Autonomy is pushed to the shop floor, yet they are centralists around a few core values.

None of these characteristics are new, yet educators have still to embrace them, and few superintendents know how to implement them. How are we preparing superintendents to manage schools with regard to: continuous outside pressures and demands; the transition of society; a time when corporations are involved in planned change, and schools are only beginning to see the needs. What are the national trends in preparing superintendents?

The number of programs have grown dramatically in the last forty years. By the mid seventies, 315 institutions had graduate levels of study in educational administration. These can be further broken down to: 320 master's degree programs; 100 specialist programs; 140 doctoral programs. Enrollment in all these programs is high (Silver and Spuck, 1978).

Milkos (1983) reports that administration students spend about two-thirds of their time in formal institutions or independent study: more than one-half of the time in formal class was spent in discussion and only about one-third consisted of lectures. The faculty reported extensive use of group process, case studies, simulations or role playing, and field trips. However, the students reported that only case studies and simulations or role playing were used to any great degree. Milkos concluded that innovative instructional practices have been incorporated into administrative preparation programs, but not to an appreciable extent. He questions whether the innovations that have been used have made a major contribution to bridging the gap between the study and the practice of administration.

So how is the gap between theory and practice closed? Internships are frequently proposed as the means toward that end. Most internships are geared toward the principalship, but there are features that can be transferred to the superintendency. One outstanding program is at the University of North Carolina, Chapel Hill (Turner, et al. 1982). They have developed a graduate internship with cooperation from the Carrboro School District. The key points are as follows:

1. The internship is field-based for a full school year. The intern is at the school site for a minimum of 20 hours per week as an administrative assistant.
2. The internship is competency based. The program begins with an informal assessment of the needs of the school. Needed competencies are identified. In addition, specific competencies are identified based upon district goals. These are all written as behavioral objectives for the intern.
3. The internship is individualized. The needs of the intern as well as those of the school define the tasks.
4. The internship takes place in an operating Project School. The Project School Program is a cooperative venture of the district, the individual school and the university school of education.
5. The internship is singularly funded and scheduled. The position is funded as a 20-hour graduate assistantship at the University of North Carolina. The intern supervises student teachers in the same building as the internship.
6. The internship encourages role modeling. The interns are encouraged to identify with the principals under whom they serve. The intern's responsibilities expand from routine tasks to active decision making.
7. Evaluation of the intern is continuous. The intern keeps records of all completed tasks that contribute to the development of specific competencies (pp. 492-93).

However, when looking at the research in the effectiveness of internships, there is little to substantiate that internships produced more effective administrators than matched colleagues who had no internship (Sweeney, Huth and Engel, 1981). Sweeny, et al., studied the NASSP Administrative Internship Project that placed 443 interns in 343 high schools. The program's thrust was to develop competencies toward being a change agent. The study was conducted after interns had become principals. The results found there were no significant differences between the former interns and the other group where the number of innovative educational practices implemented was concerned. There was no significant difference between the two groups where the number of innovative educational practices adopted was concerned. The authors also found there was no significant difference between the two groups where the number of innovative educational practices maintained was concerned. In the self-evaluation portion of the study, the former interns rated themselves significantly higher in their ability to function as change agents than did their counterparts. The interns were unanimous in their agreement that the internship was valuable; that school districts and/or universities should initiate internships with a similar format; and that they had all learned new techniques for dealing with resistance to change. Sweeney, et al. were quick to point out that this was a quantitative study and not a qualitative one: Perhaps it is not the number of educational practices implemented, adopted or maintained, but the quality that counts. Their conclusion was that internships should not be abandoned despite the results of the study, but rather refocused on administrative tasks.

The literature is replete regarding what these administrative tasks should be; however, there is little consensus nationally in the curricula found in preparation programs. Unfortunately, education is usually in the role of "catch up" and preparation programs are no exception. We are prepared neither for the transition described in Megatrends nor the era that follows. Educational leader preparation

programs, and education as a whole must emerge from this inertia or education will continue to bear the brunt of criticisms of the people we propose to serve, and rightfully so.

SELECTION/DEVELOPMENT OF CONTENT TO PREPARE FUTURE EDUCATIONAL LEADERS

If public schools are to be responsive to the needs of students and the concerns of the community, educational administrators must be recognized as managers of the educational process. The superintendent must be an educational leader with the delegated authority for the management of the community's schools. Designing a preparation program which provides selected students the opportunity to acquire the many competencies necessary to assume the role of educational leader (superintendent) is not an easy assignment.

The writers began the task by reviewing selected literature to assist with developing/selecting some basic assumptions regarding the role of superintendent. The literature indicates that the work of superintendents should increase the value of teaching and learning. Also indicated was that a prospective superintendent: should have training in education as a broad field of study; should understand the culture and the role of the school in that culture; and should have specific training in educational administration.

Campell et. al. (1983) point out that while it is not certain that every school administrator must first be a teacher, many are convinced that school administrators need some knowledge about American education, its purposes, procedures, organization, history, and current problems. With understandings of this kind, school administrators will be in a position to comprehend more fully organizations for which they are responsible, and to determine which practices should be sustained and supported and which should be improved or eliminated. Succintly stated, administrators must have some knowledge about the institution under their direction.

The preparation program for superintendents should have a specific sequence of courses. Course sequence and content should be flexible to accommodate each candidate's previous academic preparation and experience. Prospective

superintendents should have a number of clinical experiences. Some of these should come as part of academic courses while others should come through internship and practicum experiences with the opportunity to perform, under supervision, in a leader's role. Opportunities for mastering preparation program content should also be provided in informal environments. In these settings superintendent candidates should have the opportunity to interact with professors, practicing superintendents, and each other. Taking advantage of content mastery in the proposed informal setting is difficult under present university course content delivery times of late afternoon and night.

Procedures to identify and recruit those who have potential to serve as educational leaders should be developed. Only those having the identified personal qualities, demonstrated professional interest, and commitment to educational administration should be admitted to a program to prepare future educational leaders.

Future Educational Leader Preparation Program Guidelines

Appropriate educational leader preparation program guidelines have been developed by the American Association of School Administrators (1982). These guidelines were developed through the joint efforts of AASA's Advisory Committee on Higher Education Relationships and its Committee for the Advancement of School Administration. The work of these committees began with a thorough search of professional literature bearing on administrator training and performance. The search included careful study of the University Council for Educational Administration (UCEA) Task Force Report, "Preparing Leaders to Anticipate and Manage the Future."

Additional support for the writers' selection of the AASA guidelines came from the work of Naisbitt (1982). The writers discerned similarities between the themes of the UCEA report and the concepts presented by Naisbitt in which he describes America making a transition from an industrialized society to an economy and culture based upon the "high tech/high touch" information age.

Six themes emerged from the UCEA report. They are as follows:

1. Changing demographics: We are experiencing in our society a major increase in the percentage of adults who do not have school age children or who are retired, a persistent overall decline in school enrollments in a great number of districts, and regional population shifts. These factors, together, contribute to the erosion of the traditional support base for public education.

2. The unstable economic structure: Our nation has recently seen a deterioration in its economy and in its position in the international market place. We have encountered intensified unemployment rates. This situation undermines tax revenues for all levels of government, and has had an impact on school finance.

3. Making effective use of the new technologies: This challenge is heightened by the explosion of processes for electronic information gathering, storage, retrieval and transmission. These technologies have already replaced many forms of routine mental and physical tasks and manipulations.

4. Labor market opportunities: These opportunities are directly related to the new technologies, and many require sophisticated training as well as the ability to assimilate and manipulate complex information and material. The number of many low-and semi-skilled jobs will continue to decline. However, those positions involving the handling of information will continue to increase.

5. Preserving cultural diversity and human rights: This challenge is increasingly complex because of the changing make-up of the population. Groups traditionally viewed as "minorities" may become a majority, placing an even greater obligation on the schools to respond to their unique social, economic, and educational needs.

6. Changing family structures: These changes are reflected in the condition of both the nuclear and extended family, precipitated by high rates of residential mobility, divorce, and female employment; acceptance of alternative lifestyles; and a decline in teenage supervision and custodial care, all creating new roles for schools (AASA 1982).

AASA (1982) suggests that these themes will continue to present significant challenges for school leaders and are compatible with issues and challenges identified in other studies that were reviewed by AASA committees. It is understood that any or all of these critical themes may be replaced as other key issues emerge in the future.

Future Educational Leader Preparation Program Goals

When considering the development of preparation program goals for Oklahoma's future educational leaders, it became apparent to the writers there were constraints which could not be ignored. Those identified as most prevalent were superintendent certification requirements, superintendent curriculum content examination, and comprehensive univeristy administrator program/degree requirements. These identified constraints provided data for the writers to develop three of the goals to be attained in the preparation of Oklahoma's future educational leaders. They are as follows:

1. Select/develop content and learning experiences that provide the opportunity for future educational leaders to acquire the knowledge necessary to pass the Oklahoma Curriculum Examination.
2. Select/develop content and learning experiences that provide the opportunity for future educational leaders to develop the competencies necessary to satisfy superintendent certification in Oklahoma.
3. Select/develop content and learning experiences that provide the opportunity for future educational leaders to complete the certification

and/or degree requirements of the selected Oklahoma comprehensive university.

AASA (1982) has developed future educational leadership outcome goals. They believe successful administrator preparation programs must prepare educational leaders to understand the theoretical foundations and demonstrate the application of each specific performance goal. Because of the comprehensive process used by AASA to develop these goals they have been selected for inclusion as preparation program goals for Oklahoma's future educational leaders. Education leaders of tomorrow must:

1. Establish and maintain a positive and open learning environment to bring about the motivation and social integration of students and staff.
2. Build strong local, state, and national support for education.
3. Develop and deliver an effective curriculum which expands the definitions of literacy, competency, and cultural integration to include advanced technologies, problem solving, critical thinking and communication skills, and cultural enrichment for all students.
4. Develop and implement effective models/modes of instructional delivery that make the best use of time, staff, advanced technologies, community resources, and financial means to maximize student outcomes.
5. Create programs of continuous improvement, including evaluation of both staff and program effectiveness as keys to student learning and development.
6. Skillfully manage school system operations and facilities to enhance student learning.
7. Conduct and make use of significant research as a basis for problem solving and program planning of all kinds.

Future Educational Leader Preparation Program Content

In a paper prepared for the Oklahoma Commission for Future Educational Leadership (OCFEL) Hornbostel (1982) stated: "it seems to me that we should first outline the finest education program for administrators that we can design and then determine what its development would mean for such elements as certification, examinations, and inservice education" (p-2). The writers found this counsel helpful as they reviewed administrator preparation program content. A major consideration inferred by the Hornbostel report was that the content and learning experiences finally proposed should be in a flexible format in order to later satisfy levels of superintendent certification.

Three administrator competency/skill preparation plans were selected from the literature as those being most appropriate to assist with the development of program content to prepare Oklahoma's future educational leaders. They were as follows: AASA's Competencies and Skills; Cunningham's Future Educational Leader Emerging Skills; and Mitzberg's Basic Sets of Managerial Skills. Also selected, because of the Oklahoma administrator standards they establish, were the Oklahoma School Superintendent Certification Requirements and the Oklahoma School Superintendent Certification Objectives.

Figure 2 on page 49 was developed to establish the general relationships among the competency/skill content plans to prepare educational administrators. The complete AASA plan, composed of seven content areas is noted on pages 25-29 while Mitzberg's plan comprised of eight managerial skills is noted on pages 7 and 8. Cunningham's eight emerging skills are stated on pages 22-25 and the six Oklahoma certification requirements and the Oklahoma certification objectives are located in the appendix.

As has been previously stated, many school districts now seek superintendents who have completed doctorate degrees. Although the preparation program proposed

by the writers stops short of suggesting this degree as a program requirement, they recognize its importance. Particularly, the significant function of the dissertation should be noted. Oklahoma School Superintendent certification objectives and requirements omit the research function. The completion of the doctorate degree assures competancy in the research function on the part of the practitioner.

Comparing the five administration preparation plans revealed interesting relationships. Four of the six superintendent certification requirements are the same as the four content areas of the superintendent certification objectives (curriculum content examination). All six of the certification requirement categories are related to five of the seven AASA Competencies and Skills. The two AASA content categories without superintendent certification relationships are No. 3, systematic school curriculum, and No. 7, using research.

When the writers compared Mintzberg's managerial skills with AASA's administrator competencies two content areas from Mintzberg's plan were found to have no general relationship. They were decision-making under ambiguity and skills of introspection. Comparing Cunningham's emerging skills with the AASA plan revealed that four emerging skills were related to four of AASA's administrator competencies. The four Cunningham content areas that were found not to have a relationship were mixed scanning, monitoring, and interpreting events; adapting to sustained changes; utilizing intuition; and managing symbols.

Relationships discovered between the Mintzberg and Cunningham plans that were found not to be related to AASA's content areas were decision making under ambiguity with utilizing intuition; and skills of introspection with managerial symbols.

The writers, following a lengthy discussion of the selected literature, were unanimous in their professional judgment that an area containing content similar to that classified as decision-making under ambiguity by Mintzberg (1973) and utilizing intuition by Cunningham (1983) should be added to AASA's educational administrator competencies. This addition was given the title intuitive information processing.

EDUCATIONAL LEADER PREPARATION PROGRAM CONTENT COMPARISONS (Figure 2)

Oklahoma School Superintendent Certification Requirements	AASA Ed Administrator Competencies	Oklahoma School Superintendent Certification Objectives	Mitzberg's Basic Sets Managerial Skills	Cunningham's Future Educational Leader Emerging Skills
b. Personnel administration and leadership in the school superintendency	1. School climate improvement program	b. Personnel administration and leadership in the school superintendency	2. Leadership skills 3. Conflict-resolution skills	1. Focusing upon the present and future simultaneously
a. Development, organization, and control of public education b. Personnel administration and leadership in the school superintendency	2. Political theory and skills	a. Development, organization, and control of public education b. Personnel administration and leadership in the school superintendency	4. Information-processing skills	2. Bridging between and among many sectors of interest
	3. Systematic school curriculum			
e. Supervision and evaluation of instruction of special programs	4. Instructional management system			
b. Personnel administration and leadership in the school superintendency	5. Staff development and evaluation systems	b. Personnel administration and leadership in the school superintendency	1. Peer skills	
c. Finance and business administration in the school district d. Planning for school facilities and programs f. Legal aspects of public education	6. Allocating resources	c. Finance and business administration in the school district d. Planning for school facilities and programs	6. Resource allocation skills	7. Decision-making policy development skills
	7. Using research		7. Entrepreneurial skills	5. Appraising environments
	8. Intuitive information processing (added by writers)		5. Decision-making under ambiguity	6. Utilizing Intuition
			8. Skills of introspection	8. Managing symbols
				3. Mixed scanning, monitoring and interpreting events 4. Adapting to sustained changes

The American Association of School Administrators, in conjunction with the University Council for Educational Administration, utilized a comprehensive development process to determine the reported seven competencies and skills content areas they believe should constitute a preparation program for educational leaders. Their proposed content areas, expanded by the writers to include intuitive information processing, surpass the content required for Oklahoma superintendent certification as well as the content areas required to prepare a prospective superintendent for the curriculum examination.

The writers selected as the content plan for the preparation of Oklahoma's future educational leaders AASA's expanded Competencies and Skills. The selection was made because of the following:

1. The professional reputation of AASA and UCEA.
2. The resources available in and to both professional educational administrator organizations to develop preparation content plans for future educational leaders.
3. The comprehensive process employed by AASA to develop the proposed competencies and skills.
4. The information obtained from the review of selected literature and the data gathered for report development indicated to the writers that the expanded Competencies and Skills of AASA encompassed or surpassed other leader preparation program content plans.
5. The currency and timeliness of AASA's expanded educational leader Competencies and Skills.
6. The favorable responses provided by professorial and practitioner colleagues following their review of the expanded AASA Competencies and Skills.

7. The potential of the expanded AASA Competencies and Skills content areas to meet the preparation program goals developed and selected for Oklahoma's future educational leaders.

Program content for preparing future educational leaders has been discussed. The next section deals with clinical experiences designed to assist with program content mastery.

SELECTION/DEVELOPMENT OF CLINICAL EXPERIENCES TO PREPARE FUTURE EDUCATIONAL LEADERS

The purpose of the educational leader intern program is to provide the intern with a number of "hands-on" experiences, under the supervision of a professor of educational administration from a comprehensive university and a mentor who is a practicing superintendent, that will simulate tasks the chief executive officer of a school district performs. Consequently, the educational leaders' training program will then become similar in nature to those provided in other professions of equal status.

Admission to the intern program will be contingent upon the candidate obtaining a provisional certificate for the superintendency. The provisional certificate is obtained after the certificate candidate successfully completes all course work required by the admitting comprehensive university and is recommended by that university.

The general goals of the Oklahoma educational leader intern program are 1) to provide training that will prepare and qualify eligible certified personnel to be superintendents, and 2) to identify those persons in the state who are interested in and have demonstrated the capacity for administrative positions.

The successful completion of the intern program should at a minimum provide the intern with the following:

1. A general understanding of various district operations, procedures, and different organizational structures.
2. Specific knowledge in areas of school systems administration.
3. Broad and practical experience in educational administration and systems operations.
4. Specific experience in district operations, management techniques, curricula implementation, and budget preparation.
5. Specitic experience in evaluation of personnel and programs.

The approach for achieving these goals and objectives is divided into two major components. The first component is the seminar (training) phase. The purpose of this phase is to initiate, orientate, train, and evaluate the participant in line with the first two objectives. The training could occur at a comprehensive university or a centrally designated location under comprehensive university direction.

The second component is the internship. This component could run concurrently with the seminar and should enhance the efficacy of the preparation program. The component should be directed at providing the intern with practical administrative experience at the educational leader level.

Each intern will be assigned a professor of educational administration from a comprehensive university as well as a mentor who is currently a practicing superintendent. Together they will work with the intern and organization executives to establish the evaluation procedures of the intern experiences.

The professor and practitioner will become an advisory team that will have the responsibility for providing a series of varying experiences for the intern which will contribute to the intern's effectiveness in an educational leadership role, as well as advancing administrative knowledge. These administrative experiences will cover topics such as budget, fiscal accounting, resource allocation, auxillary services management, internal and external communication, and personnel management, as well as the role and function of the State Department of Education and school related state administrative organizations.

An advisory committee composed of professors of educational administration from comprehensive universities, representatives from the Oklahoma Association of School Administrators, and representatives from the Oklahoma State Department of Education would be organized to identify mentors and internship sites. When reviewing sites it is recommended that the internship advisory committee also identify locations other than school systems in order to diversify internship learning

experiences. Sites to be considered other than public schools could be in the State Department of Education, Cooperative Council for Oklahoma School Administration, Oklahoma State School Boards Association, vocational/technical schools, government agencies, and business and industry.

The advisory team would be responsible for insuring that the intern's program results in valuable administrative and managerial experiences. In addition to working individually with the intern in developing managerial skills, the advisory team will serve as a liaison with other approved superintendents of districts and other agency managers whose organizations vary in size. The intern will work with these selected administrators to acquire thorough knowledge and experience in the myriad aspects of systems administration, and should be given such responsibilities and duties as will prepare him or her for the educational leader role. Although the intern may, in some cases, function as an observer to the process, the role must not be so limited in scope. The internship is intended to provide in-depth, on-the-job training to expose the intern to a different administrative perspective. The advisory team will be responsible for insuring that interns are utilized in a manner that provides opportunity to meet the established training goals and objectives. A written evaluation will be completed for each separate administrative assignment in which the intern works. The evaluation should be conducted by the site executive and the intern's advisor. The intern should also be expected to provide a written evaluation of the intern experience upon the completion of the internship.

The length of the internship is indeterminant. That is, the internship is ongoing until all identified areas have been completed. To avoid the economic hardship created when attending school on a full time basis, the internship recommended is one that is self-paced and compatible with full-time employment. For example, a leader intern would be released one or two days per week for 8-12 weeks to work with the budget preparation process or perhaps for several (not to exceed 3) weeks depending on the preparation process used. Each identified administrative function

would have the built-in flexibility to permit intern involvement with a minimum of hardship. The completion of the entire internship could take anywhere from one year for a full time student to three years for a part time student. Upon successful completion of the internship, the standard superintendent certificate would be granted.

SUMMARY

The writers' prime objective in developing the plan to prepare Oklahoma's future educational leaders was to design a program of excellence, which could be implemented by comprehensive universities, within current constraints. A review of selected literature was conducted to establish a framework for the report. The literature review resultants were five categories which addressed the preparation of educational leaders.

The section describing the state of the art for superintendent certification in Oklahoma portrays the current programs at the University of Oklahoma, Oklahoma State University, and Tulsa University. This section also includes information about current guidelines for educational leader preparation.

A report section recommending content, to prepare future educational leaders, was developed eclectically using the best from the literature and the formal preparation, experience, and professional judgments of the writers. Included in this section were the areas of superintendent work characteristics, superintendent preparation programs, administrator preparation program deficiencies, superintendent preparation program alternatives, and superintendent preparation program recommendations.

Clinical experiences, for the most part, do not presently exist in the superintendent preparation programs of Oklahoma's comprehensive universities. The writers believe these experiences should be an essential educational leader training component. Specific recommendations are made in this section regarding the roles of university advisors, practitioner mentors, and the learning experiences to be provided through seminars and internships.

The worthy challenge of designing a preparation program for future educational leaders has, in the opinion of the writers, been met. Further, they believe the recommended program can be implemented within current identified constraints. Evaluation of these professional judgments and report utilization now become the province of the Oklahoma commission for Future Educational Leadership.

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APPENDIX

UNIVERSITY OF OKLAHOMA

SCHOOL ADMINISTRATOR - Superintendent

PROVISIONAL CERTIFICATE

General Requirements: Two years of experience; valid Oklahoma Teaching Certificate and Master's Degree.

Graduate Level Course Requirements:
EDAD 5213--The Social Sciences and Educational Administration
EDAD 5223--Administrative and Organizational Theory
EDAD 5233--The Organization of Education
EDAD 5243--Managing Educational Organizations

Certain circumstances may justify the granting of a provisional certificate without all of the above courses having been completed. In these instances, the faculty in educational administration will make the decision.

STANDARD CERTIFICATE

General Requirements: Valid Oklahoma standard teaching certificate; hold or have held an Oklahoma Provisional superintendent's certificate; minimum of one year's experience as a district-wide administrator.

Graduate Level Course Requirements:

A minimum of 30 hours above the Master's degree.
NOTE: The following four courses are considered a required core of study for all prospective administrators.

EDAD 5213--The Social Sciences and Educational Administration
EDAD 5223--Administrative and Organizational Theory
EDAD 5233--The Organization of Education
EDAD 5243--Managing Educational Organizations

Although there will be some exceptions, it is recommended that the above courses be completed before other administrative study is undertaken.

The following courses are required:
EDAD 5910--Practicum in Educational Administration
EDAD 6242--Education and the Law
EDAD 6252--Financing Education
EDAD 6272--Personnel Administration in Education

Two of the following three courses are required:
EDAD 6212--Evaluation of Educational Institutions
EDAD 6222--Policy Analysis in Education
EDAD 6262--Educational and Community Relations

One graduate level course in each of the following:
Educational Foundations
Educational Psychology
Building Level Administration
Curriculum Development

NOTE: A course in the Education of the Exceptional Child is required by State Law. The University offers Education 5412 in fulfillment of this requirement. Also, the State requires a course in measurement or evaluation for a Standard Administrator Certificate. One of the courses that will satisfy this requirement is EDAD 6212.

ADMISSIONS PROCEDURES:

A. University
   1. Application for admission to the university is secured from the Office of Admissions and Records.
   2. The completed application, along with transcripts of all college work is submitted to the Office of Admissions and Records at least one month prior to anticipated registration.
   3. Admission to full graduate standing requires an over all grade point average of 3.00 (B average).

B. Program
   1. An advisor is assigned during the first registration following admission to the University.
   2. During the first period of enrollment, an application for admission to the program is filed with the Administration Certificate Committee.

RESIDENCE REQUIREMENTS:

A. Work beyond the Master's Degree completed at other institutions is acceptable if the transferring institution is accredited to offer work beyond the Master's Degree.

B. Extension work not to exceed eight hours beyond the Master's Degree may be accepted for the Standard Certificate.

MINIMUM REQUIREMENTS FOR THE PROVISIONAL AND STANDARD
SECONDARY SCHOOL ADMINISTRATOR AND ELEMENTARY SCHOOL ADMINISTRATOR

An applicant for the Secondary (Elementary) School Administrator's Certificate must first hold a valid Oklahoma secondary (elementary) teaching certificate meeting the requirements as outlined in the enclosed summary of Oklahoma requirements for teachers' certificates. An applicant must then hold and use the provisional certificate for a period of not less than one year. Requirements for the provisional certificate include completion of all work required for the master's degree at an accredited college or university.

The program for this certificate shall include not fewer than eight semester hours of work, at the graduate level, in school administration and professional education, which work normally will be accepted as a part of an approved program for the standard certificate.

For the Standard Secondary (Elementary) School Principal's Certificate, the program shall include at least sixteen (16) semester hours of graduate work in school administration and other work appropriate to school administration beyond such work as is required for the provisional certificate. Such graduate credit from an accredited college or university shall include some work in each of the following areas: the sixteen (16) semester hours credit required above the provisional certificate must be completed at a college or university that offers the sixth year program. (Thirty (30) semester hours above the masters.)

1. Secondary (Elementary) school administration and supervision, including purposes of the modern secondary (elementary) school.

2. Determination and construction of the secondary (elementary) school curriculum.

3. Measurements, statistics, and/or evaluation appropriate to the secondary (elementary) school.

4. Special phases of secondary (elementary) school administration, such as guidance, public relations, and/or program planning.

Work in any of the above areas, taken as a part of the program for the provisional certificate, may be waived if taken on the graduate level; this will not reduce the amount of past master's degree work in school administration required.

SUPPLEMENTAL FORM

APPLICATION FOR ADMINISTRATOR'S CERTIFICATE

NAME _____, _____ _____
Last First Middle

ADDRESS _____ _____ _____ _____
Street or Route Number City State Zip Code

Type of Certificate
(Standard, Provisional, Temporary)

_____

Name of Certificate
(Elem. Prin., Sec. Prin., Supt.)

_____

The work shown below has been completed by the applicant and is offered in fulfillment of the professional preparation requirement for the certificate indicated hereon:

	Dept. and Course No.	Title of Course	Semester Hours Credit	Graduate Credit	Date Taken
I*					
II*					
III*					
IV*					
V*					

*See back of this sheet for description.

_____ _____ _____
Signature of Official Responsible for the Direction of Teacher Education | Name of Institution | Date

PROFESSIONAL PREPARATION

For the Superintendent

Group I.	General school administration, including purposes of modern public education.
Group II.	Organization and supervision of the elementary and secondary school.
Group III.	Determination and construction of curricula for elementary and secondary schools.
Group IV.	Measurements, statistics, and evaluation appropriate to general school administration.
Group V.	Specialized phases of administration, such as school law, school finance, school buildings, public relations, school survey techniques, and program planning.

For the Principal

Group I.	Elementary (secondary) school administration and supervision, including the purposes of the modern elementary (secondary) school.
Group II.	Determination and construction of the elementary (secondary) school curriculum.
Group III.	Measurements, statistics, and evaluation appropriate to the elementary (secondary) school.
Group IV.	Special phases of elementary (secondary) school administration, such as guidance, public relations, and program planning.

c. Finance and Business Administration in the School District.

d. Planning for School Facilities and Programs.

e. Supervision and Evaluation of Instruction of Special Programs.

f. Legal Aspects of Public Education.

9. Work in any of the above areas, taken as part of the program for the provisional certificate may be accepted toward fulfilling the standard certificate program if taken on the graduate level; this will not reduce the total number of semester hours required of post-master's degree work in school administration.

B. Provisional Level II Certificate

1. The applicant shall satisfy all general regulations of eligibility.

2. The applicant shall hold and maintain a valid standard teaching certificate.

3. The applicant is required to have had two years of teaching experience and one year of supervisory or administrative experience.

4. The applicant shall hold a master's degree.

5. The program shall include at least twenty-four (24) semester hours of graduate work which will be accepted as a part of an approved program for the standard certificate. Not fewer than nine (9) semester hours of such work shall be at the post-master's level. The courses should be designed to achieve the objectives cited in Part III and should include at least one course from each of the six areas listed in PART II A 8 above.

6. The applicant shall pass the School Superintendent state curriculum examination prior to being issued a certificate.

C. Vocational Administration Endorsement

In order to qualify for the Vocational Endorsement, a course in Organization and Administration of Vocational-Technical Programs must be completed in addition to the minimum certificate requirements for the School Superintendent Certificate.

SCHOOL SUPERINTENDENT

PART I. Introduction

The holder of a School Superintendent certificate is authorized to serve as county superintendent of schools or as superintendent of schools in any accredited school system in Oklahoma.

PART II. Special Criteria

A. Standard Certificate

1. The applicant shall satisfy all general regulations of eligibility stated on pages 1-8.

2. The applicant shall hold and maintain a valid Oklahoma standard teaching certificate.

3. The applicant is required to have had two years of teaching experience and two years supervisory or administrative experience.

4. The applicant shall hold or have held the Provisional School Superintendent Certificate.

5. The applicant shall have had a minimum of one full year of administrative experience as a school superintendent or assistant superintendent during the validity of the Provisional School Superintendent Certificate.

6. The applicant shall hold a master's degree granted by an institution accredited by a regional accrediting association. Institutions offering this program shall also be accredited by a regional accrediting association.

7. The program shall include at least thirty (30) semester hours of graduate work in school administration and other work appropriate to school administration beyond the work required for the provisional certificate. This thirty (30) semester hours of graduate credit must be post-master's work completed at an institution accredited at the sixth year level. The courses should be designed to achieve the objectives cited in Part III.

8. Graduate credit shall include at least one course in each of the following (areas a through f):

   a. Development, Organization, and Control of Public Education.

   b. Personnel Administration and Leadership in the School Superintendency.

PART III. School Superintendent Certification Objectives

The objectives for the School Superintendent Program appear in the Objectives manual of the Oklahoma Certification Testing Program, FIELD 24: SCHOOL SUPERINTENDENT, pages 24-I through 24-6.

Oklahoma Teacher Certification Testing Program

FIELD 24: SCHOOL SUPERINTENDENT

GENERAL EXAM

OBJECTIVES

Subareas

Development, Organization, and Control of Public Education

Personnel Administration and Leadership in the School Superintendency

Finance and Business Administration in the School District

Planning for School Facilities and Programs

DEVELOPMENT, ORGANIZATION, AND CONTROL OF PUBLIC EDUCATION

Demonstrate an understanding of the structure of modern education systems.

Demonstrate an understanding of ethical conduct appropriate to a given situation.

Demonstrate an understanding of the social functions of education (e.g., transmission of culture, attitudes, values).

Analyze the effects of environmental factors on education (e.g., demography, politics).

Demonstrate an understanding of federal or state constitutional provisions that affect education.

Demonstrate an understanding of federal or state statuatory provisions that affect education.

Demonstrate an understanding of landmark federal or state court decisions related to education (e.g., students' rights, equal educational opportunity, liability).

Analyze the role of the federal courts in controlling education.

Identify the functions or responsibilities of the Oklahoma State Board of Education.

Analyze the role of the Oklahoma State Legislature in regard to education.

Analyze the role of the Oklahoma State Superintendent.

Analyze the role of the Oklahoma State Department of Education.

Analyze the roles of state courts and the Attorney General in regard to education in Oklahoma.

Analyze the role of local school boards.

PERSONNEL ADMINISTRATION AND LEADERSHIP IN THE SCHOOL SUPERINTENDENCY

Identify issues involved in the establishment of policies and procedures for the recruitment of school personnel.

Identify various job classifications by grade or responsibilities.

Identify policies, programs, and/or techniques for staff orientation and development.

Identify procedures and/or problems related to the maintenance of personnel records.

Identify factors and/or procedures involved in the termination of certificated and noncertificated personnel.

Analyze issues related to employee contracts and/or negotiations with employee organizations.

Analyze issues related to employee morale.

Apply leadership theory to educational administration.

Identify skills and competencies related to educational leadership.

Analyze factors related to the introduction and implementation of change in education.

Demonstrate an understanding of the derivation of power for local boards of education and superintendents.

Analyze the role of the superintendent in implementing school board policy.

Demonstrate an understanding of the role of the superintendent as executive officer of the school district.

Demonstrate an understanding of the lines of authority within a school district (school board, superintendent, central office, school personnel).

Identify procedures for establishing and/or maintaining the administrative structure within a school district (e.g., decision-making process, administrative chart, manual, procedures).

Identify principles and/or procedures for establishing effective channels of communication among school district personnel.

Analyze methods for involving central office staff and/or school personnel in policy formulation.

Identify procedures for establishing an educational philosophy for a school system.

Identify the elements of an effective public relations program.

Identify techniques for involving district personnel in public relations efforts.

Identify methods of publicizing school activities among community groups.

Analyze ways of using various media to promote public relations.

FINANCE AND BUSINESS ADMINISTRATION IN THE SCHOOL DISTRICT

Analyze staff requirements for finance and business administration in a school district.

Analyze the role of the business administration staff in a school district.

Analyze the role of the superintendent in business administration and finance for a school district.

Demonstrate an understanding of the issues and procedures involved in federal financing for schools.

Demonstrate an understanding of the issues and procedures involved in state and local financing for schools

Demonstrate an understanding of types and uses of financial statements.

Demonstrate an understanding of internal and external accounting procedures.

Analyze issues and/or problems associated with contract management.

Identify benefits and/or features of school insurance policies.

Demonstrate an understanding of school budgeting procedures.

Identify various documents used in school budgeting.

Analyze factors involved in the preparation of a school budget.

Identify procedures involved in the adoption of a school budget.

Analyze the process involved in presenting a school budget to the school board for approval.

Analyze problems involved in the administration of a school budget.

Identify procedures used for periodic appraisals of school budgets.

Demonstrate an understanding of forms and/or procedures used in the purchase of equipment, services, or supplies (e.g., Request for Proposal, bid procedures, formal proposals).

Identify the components of contracts for goods and services, or procedures related to such contracts.

Demonstrate an understanding of various inventory procedures used by school systems.

PLANNING FOR SCHOOL FACILITIES AND PROGRAMS

Analyze the factors involved in determining future school construction and/or renovation needs.

Identify formulas, techniques, and/or procedures for determining financial requirements for school construction and/or renovation.

Analyze the importance of educational specifications in planning for the construction and/or renovation of school facilities.

Identify procedures or needs for interaction between the school board and the superintendent during planning for the construction and/or renovation of school facilities.

Analyze procedures or criteria involved in choosing an architect to design school facilities.

Analyze the legal aspects (including funding) involved in planning for the construction and/or renovation of school facilities.

Identify procedures or issues involved in working with the architect and builders during school construction and/or renovation.

Identify procedures and/or techniques for conducting a needs assessment for curricular or co-curricular programs.

Identify procedures used to conduct goals analysis for curricular or co-curricular programs.

Analyze the factors involved in working with district and school personnel in the planning of curricular or co-curricular programs.

Identify issues or problems involved in conducting a cost analysis for new programs.

Analyze various procedures for curricular or co-curricular program evaluation.

Analyze procedures or issues involved in modifying programs as a result of evaluation.

Analyze issues involved in deciding to retain or eliminate a particular program.

New Superintendents Training Seminar
Oliver Hodge Education Building

MONDAY JULY 25 (Second Floor Conference Room)

9:00 - 9:30	Opening Remarks	Dr. Leslie Fisher
9:30 - 10:30	School Law	Dr. John Folks Mr. Tom Campbell
10:30 - 10:45	Break	
10:45 - 12:00	Continuation of School Law	
12:00 - 1:00	Lunch	
1:00 - 2:30	General Overview of School Finance	Ms. Pam Deering
2:30 - 3:00	Break	
3:00 - 4:30	Continuation of School Finance	

TUESDAY JULY 26 (Third Floor)

9:00 - 10:30	School Finance (Small Group Sessions)	Ms. Pam Deering
10:30 - 10:45	Break	
10:45 - 12:00	Continuation of School Finance (Small Group Sessions)	
12:00 - 1:00	Lunch	
1:00 - 2:30	Continuation of School Finance (Small Group Sessions)	
2:30 - 3:00	Break	
3:00 - 4:30	Continuation of School Finance (Small Group Sessions)	

WEDNESDAY JULY 27 (Second Floor Conference Room)

9:00 - 10:30	Federal Programs	Dr. Leroy Ireton
10:30 - 10:45	Break	
10:45 - 12:00	Continuation of Federal Programs	
12:00 - 1:00	Lunch	
1:00 - 2:30	Continuation of Federal Programs	
2:30 - 3:00	Break	
3:00 - 4:30	Continuation of Federal Programs	

THURSDAY JULY 28 (Second Floor Conference Room)

8:30 - 9:15	Overview of the State Board of Education	Dr. John Folks
9:15 - 9:30	Break	
9:30 -12:00	Attend State Board of Education Meeting	
12:00 - 1:00	Lunch	
1:00 - 2:15	Accreditation	Mr. Harly Day
2:15 - 2:30	North Central	Mr. J.D. Giddens
2:30 - 3:00	Break	
3:00 - 4:00	Certification	Mr. Norm Dillard
4:00 - 4:30	Teacher Testing	Dr. Joe Bob Weaver

FRIDAY JULY 29 (State Board Room)

9:00 -10:30	Entry Year Assistance Program Staff Development	Ms. Judy Leach
10:30 -10:45	Break	
10:45 -11:30	Curriculum	Ms. Mary Reid
11:30 -12:00	Gifted and Talented	Dr. Dorothy Dodd
12:00 - 1:00	Lunch	
1:00 - 2:30	Special Education	Dr. Jimmy Prickett
2:30 - 2:45	Break	
2:45 - 3:00	Regional Education Service Centers	Mr. Duane Nicholas
3:00 - 3:15	Driver Education	Mr. Travis Tice
3:15 - 4:00	Other Services	Dr. John Folks

ALTERNATE MANAGEMENT AND DELIVERY SYSTEMS FOR OKLAHOMA EDUCATION

Prepared for:

The Oklahoma Commission for Future Educational Leadership

By:

Jack F. Parker,
University of Oklahoma

Don Dale,
Superintendent, Indiahoma Public Schools

Sharon Lease,
Assistant Administrator, Oklahoma State Department of Education
Curriculum

Acknowledgements

It has been my pleasure to work with graduate students at the University of Oklahoma for the past 18 years. Many of them now hold prominent positons in education both within Oklahoma and elsewhere. I have been pleased with and proud of almost all of my students, but I have seldom had opportunity to work with any of them on a project of this kind. That's why it has been so enjoyable for me to have worked with Don Dale and Sharon Lease on this paper. If the work is faulty, it is not because of Don and Sharon because they did all I asked and more. Both of them are intelligent, conscientious, high quality educators who are destined to make major contributions to public education in the years to come.

A few years ago I was on leave from the University and worked on an assignment at the State Capitol. It was my pleasure to have become acquainted with Pat Crist, the Director of the Data Center for the Oklahoma State Department of Education. She is superbly qualified for that role and is one of the most perceptive and cooperative persons I have ever known. At the behest of Cecil Yarbrough, she retrived by printout from the State Department computer large amounts of data which were enormously helpful in preparing this manuscript.

I must also thank two persons who work in the Dean's office, Grace Roller and Norma Potts. They almost short-circuited their word processors in attempting to keep up with my revisions.

Jack F. Parker

Preface

For the most part this paper is based on the data that were gathered in the research done for it. However, there are opinions included that are those of the major author. It should be emphasized that those opinions may or may not be shared by those who played such a vital role in helping get the research done and in putting the paper together. Those who disagree with those opinions should not blame Dr. Don Dale or Sharon Lease. Instead, they should be given the credit for most of the work that was done in attempting to identify the essential elements in a high quality educational program.

The part of this paper that will result in the greatest amount of eyebrow raising will probably be the discussion of school district reorganization. The primary recommendations do not include school district reorganization. Still, in the opinion of the major author it is not possible to develop a paper about alternate management and delivery systems that does not discuss that issue. So, it is discussed and the long held convictions of the author are probably intertwined in that discussion. Although he seems to have developed the dubious distinction over the years of being a symbol of school district reorganization, the only concern he has ever had is for the educational well-being of Oklahoma children and young people.

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Introduction

Concerns about the quality of public education that have become so visible through highly publicized national studies of the public schools have pervaded the attitudes of Oklahomans. A recent survey indicated that Oklahomans consider improvement of the public schools to be the State's highest priority problem.

This renewed interest in quality comes at a time when the State is having financial difficulty. The mini-bust that followed the economic boom of the late 70's and early 80's has resulted in shortfalls and pessimistic forecasts about the availability of increasing numbers of dollars that could be used to improve the schools.

If it is apparent that there is strong feeling about the need for improving schools, it is also apparent that there is an equally strong feeling that each dollar of public money that is available should be made to stretch as far as it will. Even when additional dollars become available, the sense of affluence that prevailed a few years ago in Oklahoma is not likely to return. It's virtually certain that more efficient approaches to the delivery of better educational services will be of interest to political leaders in the years immediately ahead. Indeed, for the first time in a number of years, there is discussion among political leaders about school district consolidation, closing of some colleges, and various other proposals that are usually unpalatable to politicians.

In this paper we will first try to define what Oklahomans and others mean when they speak of high quality public schools. The second task will be to describe the existing management and delivery structure, its characteristics, its limitations, and its potential. The third and final task will be to recommend some alternatives designed to improve the management and delivery of educational services and the quality of education available to many pupils in Oklahoma's schools.

The Minimum Educational Program

For as long as those of us in education can remember, everybody has said that schools should be better than they are. In recent years, and particularly within the last year, several highly visible studies have alleged that the public schools aren't very good now, that this represents a serious national problem, and that something must be done to improve them. Unfortunately, the recommendations growing out of many of these studies are so simplistic as to be almost useless. Specifying that certain units of work in high school should be added, the length of the school day or the school year should be increased, and that we should have better teachers who are paid on the basis of merit does not deal with the fundamental issues of how we can really improve the quality of schooling that <u>all</u> pupils are receiving.

Whatever the limitations of the various studies, it is crucial and timely that we look for ways to bring about improvement in the schools. Oklahoma has many excellent schools. Indeed, some of the more responsible of the national studies have pointed out that there are many good schools throughout the United States. The basic challenge that

confronts policy makers in Oklahoma is that of seeing to it that every pupil in every corner of the State has opportunity for a first class public education. Data suggest that at the moment that is not true in Oklahoma. Although it is obvious that there are inaccuracies in the perceptions of ordinary citizens about what constitutes quality in public education, recent polls clearly indicate that Oklahoma citizens want improved quality in the schools and that they are willing to pay for it (Hart Survey, 1983).

Analysis of the Problem

Perhaps the most formidable challenge for this paper was defining minimum educational program. The six broad perspectives that were used as a context were as follows:

1. The school in relation to the larger socio-economic and political environment,
2. The school as a sociological institution,
3. The school as summation of the instruction taking place within it,
4. The school as the curriculum (or plan of what is to be learned within it),
5. The school as seen by the parents, and
6. The school as seen by the pupils.

Because of the purposes of this project, it was decided to limit consideration to (a) the school as the summation of the instruction taking place within it, (b) the school as a sociological institution, and (c) the school as the curriculum (or plan of what is to be learned within

it). Some might disagree with the choices, but delimiting was a practical necessity.

Approach to the Problem

1. Fundamental to the study was that it was restricted to a consideration of only the public school responsibilities associated with the educational process.

2. The basis for the minimum school program was an adaptation of John Goodlad's Goals for Schooling in the U. S..

3. The several recent state and national reports (A Survey of Attitudes Towards Education in Oklahoma, Oklahoma Principal's Survey, A Nation at Risk, Action for Excellence, and others) were studied thoroughly.

4. The 1983 edition of Administrator's Handbook for Elementary, Middle, Junior High and High Schools (Oklahoma State Department of Education) was reviewed critically.

5. The curriculums of several Oklahoma school districts were examined in terms of:

   a. Similarities and differences,

   b. The degree to which they do or do not meet the recommendations of state and national curriculum groups, commissions, and associations.

6. Academic Preparation for College (The College Board, New York, 1983) was used extensively.

The Crucial Role of the Teacher

It has always been obvious, but the evidence continues to mount, that the most fundamental variable in the quality of education that pupils receive is the teacher. Without any research data, most persons both in and out of education can cite examples of the enormously positive impact of a good teacher and the contrasting negative consequences for pupils of a poor teacher. The variety and extent of the research data to support such informal observations are staggering.

Despite all of the lip service that comes from professionals, laymen, and especially politicians, the fact is that real commitment in terms of action to see that we have such teachers is very limited. The social status, the pay, the working conditions, any other criteria that one might apply to true professionals simply have not been forthcoming for public school teachers. What we desperately need is ". . . a caring, creative, enthusiastic, flexible, friendly, hardworking teacher who is interested in learning and who possesses and utilizes extensive subject matter background and true insight about human nature and the teaching-learning process (Lease, 1983).

Each pupil should be taught every year, every day and every hour by a teacher with these qualities, a teacher who is among "the best and the brightest." Such teachers make the real difference because they provide:

1. Well-organized yet varied learning experiences,

2. Frequent opportunities for success together with a balance of genuine challenges,

3. A classroom atmosphere characterized by concern and purpose... yet not stultified,

4. Themselves as living models that learning can be undertaken successfully with both joy and frustration.

These "best and brightest" teachers may improve student scores on standardized tests, but they do much more. They so dramatically improve the quality of student learning experiences that learning becomes an important and exciting part of their students' lives. They help students to develop positive and healthy relationships with their peers, to appreciate as well as understand their culture, and to participate as responsible citizens in their society. All of these things and more can be awakened in students by these "best and brightest" teachers.

It isn't likely that we can ever ensure that every student have such teachers every hour of her/his schooling experience. At very least, though, Oklahoma should strive to make progress towards constantly increasing the number of such teachers. The now well known House Bill 1706 was an important but modest contribution to this most important of all goals for improving the quality of education in the State. Not only should it not be abandoned, but it should be expanded and built upon as a foundation for improving the quality of teachers and teaching in Oklahoma.

Until such time as the kinds of teachers we have described are universally available, it will be crucial that the talents of those we now have are used for as many students as possible. If not every hour of every day, at least some hours of some days every pupil in Oklahoma should have some kind of contact with the very best of our teachers.

Effective Schools

Any school is an organization. Organizations, including schools, have been studied extensively. The results of these studies suggest the need for "task focus," "goal direct," "outcome orientation" tactics and strategies. Most studies of effective organizations also suggest that fully participative approaches to administration and management are crucial.

Recently, some educational researchers have taken a somewhat new approach to the identification of effective schools. Rather than relying on abstract statistical methods, they have looked for tangible reasons why some schools are clearly superior to others, even though they may be quite similar in terms of the usual measures of quality. Referred to collectively as "the effective schools research," these new studies have identified a number of characteristics which seem to distinguish the more effective schools from their less effective counterparts. The differences, in most cases, have been found in what teachers and administrators do in the effective schools--not in the physical characteristics of the schools themselves, not in the school's wealth, and not in the nature of the community.

Listed below are some of the characteristics of effective schools as identified by the researchers and as described in recent professional and popular literature. While they cannot be supported as unequivocal, it appears that such factors as those listed are associated with effective schools. The list is as follows:

Academic focus. The primary goals of the effective schools are academic and they focus on student learning and achievement.

High Expectations for learning. Teachers and administrators expect a high level of achievement by all students and communicate their expectations to both students and parents. No students are expected to fail, and the school assumes responsibility for seeing to it that they don't.

Strong leadership by building principals. The building principal is an instructional leader who participates in all phases of instruction. The principal is a visible leader of instruction rather than an office-bound administrator.

Emphasis on instruction in basic skills. Since mastery of the basic skills is essential to learning in all other subjects, the effective schools make sure students master the basic skills.

Variety of teaching strategies. Teachers in effective schools are able to adapt teaching strategies to fit the diagnosed needs of their students.

Clear-cut instructional objectives. Each teacher has specific instructional objectives within the overall curriculum which are communicated to students, parents and the general public. Teachers and administrators are clearly in charge of the curriculum and teaching activities. There is mastery learning and testing for mastery. Students are taught, tested, retaught and retested to the extent necessary to assure mastery of the important objectives. Students are not taught more difficult objectives until prerequisite objectives have been mastered.

School discipline and climate. The effective schools may not be shiny and modern, but they are at least safe, orderly and free of

distractions. All teachers and students, as well as parents, know the school's expectations about behavior and discipline.

Regular homework. Homework is structured and based on core objectives of the curriculum.

Maximum use of time. Clearly established allocations of time are reserved for each of the basic subjects.

Rigorous content. Students are exposed to a broad-based academic curriculum, including reading, language, mathematics, science, physical/health education, social studies, computer knowledge and fine arts (Effective Schooling Practices, 1982).

Many of the characteristics included on the above list are neither new nor startling. They are the kinds of things that professional educators have been discussing for decades. What is significant is that researchers have gathered increasing amounts of evidence to support their validity.

Purkey and Smith, members of the Wisconsin Center for Education Research, undertook an in-depth examination of all of the effective schools studies reported prior to 1982. In their article entitled "Effective Schools-A Review" they suggested a refined version of the effective schools model. It combined a list of nine organizational structure characteristics and four process form variables to form a school culture which is influential in determining school effectiveness because the school culture results in a distinct school climate. This climate can impact student learning of cognitive skills. To build the desired climate the proper ingredients and proper mix are needed. By mix

they mean the special attention paid to people's attitudes and methods of interaction.

Defining Basic Skills

The traditional definition of basic skills as consisting only of reading, writing, and arithmetic is no longer defensible. Those skills certainly are essential and necessary for much of the learning that must occur, but 21st century life will require in addition at least the following:

1. Learning how to learn of which an important component might well be mastering some electronic processes for information accessing and retrieving.
2. Using the methods of inquiry of various disciplines.
3. Mastering problem attacking skills like brainstorming, problem analysis, and modeling.
4. Integrating skills and knowledge of various academic disciplines.
5. Using technological tools such as computers.

The words "basic skills" can no longer be thought of as catch words which suggest learning only simple rote recall of facts and/or superficial comprehension in the lower level cognitive skill range. Fundamental to revised and expanded ideas about basic skills should be the "Basic Academic Competencies" proposed in Academic Preparation for College by the College Board. There the emphasis is on the higher level cognitive skills of analysis, synthesis, and evaluation.

Summary

It is impossible to reach final conclusions about the minimum educational program for all Oklahoma pupils within the limitations of this paper. There ought to be ongoing activity that would constantly redefine and update what must be done educationally for all pupils.

There are efforts underway at the present time in Oklahoma that can add to the specification of educational programs to which Oklahoma pupils should have access. One of the more significant of these is the work of committees of concerned lay persons and professionals who are seeking to develop specific competencies for student mastery at various grade levels. This is being done under the auspices of the Oklahoma State Department of Education. There is a target date of the fall of 1984 for the results of that study.

The three basic ingredients that every school system should provide for all of its pupils are (1) well qualified, competent teachers, (2) characteristics that emulate those of "effective schools," and, (3) an expanded version of the "basics."

To provide these ingredients in every school system will not be easy. To do these things and make available direct experiences with the tools of the Twenty-first Century would be extremely expensive if we do not take different approaches to management and delivery of educational services to all parts of the State.

The Existing Situation

Public Attitudes

Generally speaking, the citizens of Oklahoma want improvement and

they want it along the lines that have been described previously. Recently Peter Hart and Associates conducted a study of attitudes of Oklahomans towards education. A quote from that study summarizes those attitudes:

> . . . the public has placed a mandate before all those involved in the system to raise the standards in the public schools. We cannot overemphasize that residents believe the schools should be placing far more emphasis on the basics and that competency tests should be used to ensure that students have indeed mastered the basic skills. Additionally, the school system is challenged to do what is necessary to bring the discipline and drug problems in the schools under control. Thus, what state residents believe counts most and what they demand first and foremost is mastery of the basics, competency tests, more discipline/attention to the problem with drugs in the schools, and higher standards for graduation. At the very least, this is what Oklahomans feel is needed to improve the public schools in their state.
>
> While these are the basic requirements, another group of concerns must be addressed if the public education system in Oklahoma is to be regarded as "excellent." Any master plan must address the critical issues of quality teachers, class size, the attention paid to career preparation, and the role of parents in the education process. There is no doubt that the public favors a pay hike for school teachers, but the primary reason they favor salary increases--across the board and based on merit--is to attract and keep the very best teachers. Oklahomans want the best teachers

possible for their children--. . . . and they are willing to pay for the best--if they are convinced that the salary increase will in fact make a difference in the quality of teaching in public schools (Hart, 1983).

Questions can be raised about the validity of any public survey. However, the Hart organization is a public opinion polling concern with a national reputation. It approached the Oklahoma Survey scientifically and comprehensively. The study confirms what can be learned through informal sources; that Oklahomans care about their public education system; that they are interested in improving it; and that they will provide the funds to make those improvements when they are convinced that their money will be well spent.

Structural Constraints

School Districts

The primary delivery system for public education in Oklahoma is and always has been the school districts. Currently there are more than 600. The smallest has an enrollment of 29 pupils while the largest has 53,500. Most of the districts are small with about 68 percent having fewer than 500 pupils while only seven percent have more than 2000. Of the total enrollment of 662,913, the 19 largest districts enroll 277,304 or almost 42 percent. (Data Center, State Department of Education, 1983).

The high percentage of very small districts means that the total system is not economically efficient. Part of the economic problem is

the excessive cost associated with administration of so many separate organizational units. The biggest cost, however, is simply economy of scale. That has to do with the number of pupils served by each teacher. The average teacher-pupil ratio in Oklahoma is 1 to 17. The smallest such ratio is an almost unbelievable 1 to 5. There are 64 districts in Oklahoma with ratios of 1 to 10 or less. There are 419 districts that have teacher-pupil ratios of less than the average of 1 to 17 (Data Center, SDE, 1983).

At the other end of the scale, one school district in Oklahoma has a teacher-pupil ratio of 1 to 32, but that is an apparent abberation in a small dependent school district. A more realistic top of the range is 1 to 23. Of the 19 largest districts cited earlier that enroll 42 percent of the total number of pupils in the State, none has a teacher-pupil ratio of less than the average of 1 to 17. The range within those 19 districts is from 17 to 20 (Data Center, SDE, 1983).

While one might assume that the amount of money available to a district would be a factor in the teacher-pupil ratio, apparently it is not among the 19 largest districts. Some of the best financed of those districts have the highest teacher-pupil ratios. Although it was beyond the scope of this study to investigate it thoroughly, superficial examination of the data suggest that financial capacity is a factor in the small districts. Many of the very small school districts with very low teacher-pupil ratios are also districts with greater than average financial capacity (Data Center, SDE, 1983).

Within the limits of this study, it is not possible to make accurate and precise generalizations about administrative costs in relation to

school district size. The percentage of the total budget that is devoted to administrative services is to some extent related to the policy decisions of the school board and the management decisions of the superintendent. Although there are exceptions, the more affluent districts, regardless of size, tend to devote a higher percentage of their budgets to administration than do the less affluent ones. For example, in one of the larger districts the percentage of the budget classified as administrative services is 2.9 percent while in another of similar size but with greater affluence, it is slightly more than 4 percent (Data Center, SDE, 1983).

An examination of the budget reports of a fairly substantial number of school districts permits the observation that in the small independent districts, the percentage of the budget devoted to administration is about twice that of the larger districts. In the small districts administration tends to require about seven to eight percent of the budget while it takes about three to four percent in the larger districts. Although it should be emphasized again that it is only an observation, it appears that size really begins to make a substantial difference when the number of pupils is less than 500. For example, within one county a district with 780 pupils was spending 3.7 percent for administration while one with 170 was spending seven percent (Data Center, SDE, 1983).

Relationship to Quality

What has been discussed so far under school districts deals essentially with the economic problems. There is no question that larger

administrative units would save substantial amounts of money in a state like Oklahoma. However, the primary concern of this paper is that of whether or not the existing school district structure in Oklahoma is a serious constraint to the provision of high quality education to every pupil. Some recent research in Oklahoma addressed this issue and suggested the following:

1. Administration is a nigh cost category in small rural schools.

2. Rural school certified personnel have less education and experience than their peers in larger schools.

3. Even very wealthy rural schools fail to produce higher quality education when compared to larger less rural schools as measured by variables such as teacher education and experience, unit offerings, and certified salaries.

4. Ruralness is a significant predictor of more differences in school variables than size.

5. Empirical evidence indicates that many administrators begin their careers in small rural schools and go to better jobs in larger systems after gaining some experience (Dale, 1982).

Dale then observed that there were needs existing in rural schools that deserve special attention. His contention was that the high per capita operating costs in some cases result from the belief that larger systems constitute the desirable norm and that the rural school must therefore be modeled after the larger, more urban school. The effort to do this, he indicated, creates problems such as those listed below:

1. Attempts to offer more and more units of credit (considered to be an indicator of quality) meet with failure. Even with adequate re-

sources, the student population is simply not large enough to fill the classes.

2. The potential small school strengths such as flexibility, individualized instruction, less organizational structure, and close social relationships are not realized.

3. Alternatives such as cooperative programs, shared services, mobile classrooms, and other such arrangements are potentially advantageous and economical, but they are not used.

4. Administrators in rural schools must deal with a staff that is less qualified and less experienced. Staff turnover is relatively high. Personnel recruitment, especially in areas where there is a teacher shortage, is difficult. What they must seek in teachers is generalists rather than specialists (Dale, 1982).

It is clear that there are some educational advantages associated with the small school districts. Few would argue that small classes are bad. Indeed, in the larger districts a major complaint is that classes are often too large for students to receive personal attention. The individual attention that students receive, the opportunity to develop close social and almost family-like relationships, the close identification with the community, the often greater involvement of the community and the parents in the school are all advantages associated with the small school district.

Unfortunately, even if the decision is made to spend the extra money necessary to maintain this large number of very small school districts in Oklahoma, it probably is no longer possible to offer the kinds of educational experiences that living in the modern world requires if these

school districts are left to do it almost entirely on their own. They need help from outside the boundaries of their respective districts. While Oklahoma has provided some such services on a limited basis, and these are to be discussed in the sections that follow, it is obvious that such outside resources have been limited and that if the State is to take seriously its responsibility for high quality public education for everyone, there is need to consider alternatives.

Regional Education Service Centers

For a number of years Oklahoma has had intermediate administrative units called Regional Education Service Centers. Originally, they were relatively autonomous and functioned primarily as testing centers, in many instances contracting with the local school districts to provide those services.

There are 20 such Centers and they are located throughout the State. All 77 counties in Oklahoma are assigned to one or another of the RESC's as a part of its service area.

Some of those who were originally interested in the concept of Regional Education Service Centers in Oklahoma envisioned them as potential service centers with broad functions that would help support the large number of small school districts we have in Oklahoma with a wide variety of educational services. Such functions are performed in similar intermediate units in a number of other states.

One of the most obvious problems for small school districts is to provide diagnostic testing services for placement of students in programs for exceptional children, primarily in special education but in some

instances for the gifted also. It was natural, then, that the first services offered by the Regional Education Service Centers were in these areas.

The RESC's have never progressed beyond those original services. Therefore, their continuing almost exclusive services are diagnosis and screening for the placing of children in programs for the exceptional student. Even their media services, which seem a logical extension of RESC services, are clearly limited in that the media specialists are called Secretary/Media Librarians. In all cases the staffs of the Regional Education Service Centers consist of one administrator, from two to ten psychometrists and two or more Secretary/Media Librarians. The salary range of the administrators in the 20 Centers is from $25,500 to $26,500, hardly more than the average teacher salaries in some of the best paid school districts in Oklahoma. The psychometrists, too, are not well paid and the Secretary/Media Librarians in most instances do not make as much as a beginning teacher in Oklahoma (Report, State Department of Education, 1983).

It is not one of the purposes of this paper to criticize the persons who work in the RESC's. They are no doubt well qualified in terms of the qualifications that have been stipulated, but by definition the qualifications to become a director are so limited and the salary range is so low that highly qualified administrators would have no interest in serving as RESC directors. Almost all of the small school districts would pay their superintendents more than the salary range of the directors of the Regional Education Service Centers.

Cooperative Programs

The so-called cooperative programs involve the offering of special education classes through the cooperation of two or more local school districts. In all instances a specific local school district is designated as the fiscal agent. For the most part, the money to support these cooperatives comes from the Federal government (Memorandum, Siler, SDE, 1983).

There are more than 60 of these programs scattered across Oklahoma and all but a few counties are involved. Each program is a separate entity and how each functions varies from one to another.

As in the case of the Regional Education Service Centers, the exclusive concern of these programs is special education. They are mentioned in this paper only because they demonstrate the possibility of developing and carrying out programs involving more than one school district. Although the provincial and autonomous orientation of school districts in Oklahoma is very strong, it seems quite likely that there could be substantial education benefits if a climate for the development of various kinds of cooperative educational programs could become established in the State.

State Department of Education

The agency which is charged with the responsibility of administering the state school system is the State Department of Education. It should be pointed out that tradition in Oklahoma is that local control should prevail. Therefore, the State Department has been reluctant, and probably appropriately so, to involve itself in the ongoing educational affairs of local school districts.

On the other hand, many of the activities of the State Department are supportive of and helpful to local school districts. Various kinds of administrator and curriculum workshops are sponsored and conducted by the State Department. The establishment and support of the Commission for Future Educational Leadership is one of the better examples of the State Department's concern about improving educational leadership and educational programs in the State.

It is difficult for a centralized state agency to offer direct services to more than 600 school districts throughout the State. Especially in times of financial stress, the funds available for travel and other kinds of activities that are directly supportive of the school districts are limited. Nevertheless, in the administration of House Bill 1706 and with the activities of the curriculum division as well as other divisions of the Department, Oklahoma education has undoubtedly received substantial benefits as a result of the State Department's fulfilling its designated and assumed responsibilities.

Alternatives

An examination of Oklahoma's current situation in public education warrants the following conclusions:

1. Many thousands of Oklahoma's children and young people do not have access to as high quality education as modern society requires.

2. Citizens in Oklahoma want improvement in their public school system.

3. The financial climate in the State requires that each dollar spent should go as far as possible.

4. The existing management and delivery systems do not lend themselves to economical means of enhancing the quality of educational programs.

In view of these conclusions, the next section of this paper is devoted to a discussion of alternatives in the management and delivery systems that could be considered that the major author feels would contribute to quality enhancement. The recommendations are necessarily lacking in detail. They are designed to provide ideas for further discussion and consideration by those in policy making positions.

Reorganizing School Districts

Many leaders have said, "Oklahoma has too many school districts." It is difficult to develop a rationally defensible argument against that proposition. On the other hand, arguments supporting the maintenance of the existing school district structure will continue. They will center around the concepts of sense of community, local control, the virtures of smallness and on and on.

Such arguments have some merit. Furthermore, they stir up strong emotional feelings among Oklahomans, even many urban Oklahomans, who long to hold on to or return to one of the last bastions of our rural heritage. Proof of the interest of urban dwellers can be seen in the numbers of people who have moved to rural communities located within reasonable commuting distance of their city jobs and who frequently give as their reason for the move their desire to live in a small community and send their children to the rural oriented school. Ironically, in

some instances so many of the city workers have moved to these small communities that they lose their rural character. To repeat, though, whatever merit these nostalgia oriented arguments may have, they are not defensible in terms of economically practical delivery of the kinds of educational service that 21st century living will require.

Whatever might be inferred from the preceding paragraphs, it is not contended in this paper that school reorganization and/or consolidation are necessary in Oklahoma. They aren't. If there is as strong commitment among political leaders and most citizens to maintain more than 600 separate administrative units in Oklahoma's common school system as it appears there is, (Hart, 1983) reorganization proposals should be abandoned and alternatives designed to enhance quality should be explored that assume the present school district structure as a given.

The recent financial difficulties of the State have brought out proposals concerning school district reorganization. Although it is unlikely that these proposals will ever go beyond political statements designed to produce enough alarm to gain support for tax increases, it is appropriate to discuss some of them briefly and suggest an approach to school district reorganization that might be defensible in case there was ever any serious interest in pursuing it.

The Dependent Districts

One of the proposals that has surfaced recently is to eliminate Oklahoma's dependent districts. A dependent district is one that offers only elementary education and upon completion of the elementary program, students attend high school in the neighboring independent district.

Of the 617 school districts in Oklahoma, 158 are dependent and 459 are independent (Data Center, SDE, 1983). The proposal to eliminate the dependent districts is not new. Many of the administrators and school board members in independent districts favor this proposal because they feel the patrons of the dependent districts receive an unfair tax advantage. In a few instances, dependent districts happen to have extremely valuable property within their boundaries that the neighboring independent districts would like added to their tax base.

Patrons and employees of the dependent districts obviously oppose proposals for their elimination. County superintendents also defend maintenance of the dependent districts because supervision of them in their respective counties is their only defensible responsibility. They want to keep their jobs and elimination of the dependent districts would make the office of County Superintendent so obviously superfluous that the Legislature would probably be forced to propose a constitutional amendment to eliminate the office.

Any school district reorganization plan should include the elimination of the dependent districts. Of the total of 158, 67 of them have an enrollment of less than 100. The smallest has an enrollment of 29 pupils and there are six others with enrollments of less than 50 (Data Center, SDE, 1983).

Despite the above, any proposal that includes only elimination of the dependent school districts is not sound and would probably accomplish very little. Some of the dependent districts have substantial numbers of

pupils with the largest having an enrollment of over 600, an elementary school that is larger than most of those in the State's largest cities.

If school districts are to be reorganized, many of the independent districts probably ought to get higher priority for elimination than some of the dependent districts. There are 12 independent districts with enrollments of 150 or less with the smallest having only 104. A school with less than 50 pupils in grades 9 through 12 cannot offer a high school program on its own, even if it has very substantial financial resources, that provides the students with the educational experiences they really need.

A further problem with a reorganizational proposal that suggests elimination of the dependent districts on the assumption that it alone accomplishes the reorganization task is that numbers of students is only one of a number of variables that should be considered. It is very likely that because of geographic location and other factors some of the smaller of both dependent and independent schools should not be closed. Schools is underlined because while elimination of the dependent districts may make sense, it is very likely that most of the elementary schools that are now operated as dependent districts would almost certainly continue to operate as elementary schools within an independent district.

The County Unit Proposal

Some have suggested that we make each of the 77 counties in Oklahoma the boundaries for 77 school districts. Many states, especially in the

deep south, have county unit systems. However, it is not a new phenomenon in those states, but a tradition that goes back a half century or more.

For those states that have such systems they seem to work well. If Oklahoma had established that pattern in the beginning, the State would have avoided the school district problems we now have.

We did not start that way and our current school district boundaries have nothing in common with boundaries of counties, municipalities, or any other governmental unit. Therefore, there are a number of school districts in Oklahoma whose boundaries extend across two or even up to four or five counties and municipalities. In many instances county boundaries themselves do not fit today's situation. To arbitrarily establish what are in some instances questionable county boundaries as arbitrary school district boundaries would not be defensible and in some cases would be uneconomic.

It sounds simple and it appeals to some reform minded educators and others. Nevertheless, sound school district reorganization in Oklahoma cannot be accomplished through designation of counties as school districts.

Recommended Approach

There isn't any simple way to reorganize the school district system in Oklahoma. There are infinite numbers of variables that ought to be taken into account. Those variables differ from one section of the State to another. Indeed, they differ almost from one school district to another.

Any approach that attempts to deal on an across the board basis with the entire State will not work. The only example in memory of an effort to reduce the number of school districts in Oklahoma was attempted some two decades ago. It was initiated by the State Superintendent of Public Instruction and it involved establishing minimum numbers of pupils at both the elementary and high school levels that would be necessary before a school district received accreditation. As commendable as the effort was, it failed.

The only feasible approach is complicated. It would involve the establishment of a reorganization commission. That commission would be given the funds, the time, and the support to make a detailed study of the entire school district situation throughout the State. It would then make recommendations to the Legislature whose staff would develop statutes that would reorganize Oklahoma's entire school district structure. Those laws would themselves be complicated. They should provide options among which local citizens would be given opportunity to choose. The State Department of Education would be given responsibility for administering the reorganization statutes and would define school district boundaries throughout the State based as nearly as possible on the choices made by local citizens as provided for in the statutes.

A plan such as described in the preceding paragraph is not likely to be seriously considered at any time in the foreseeable future. Almost everybody in the education establishment would argue against it. Leadership in its behalf would have to be very strong from both the governor and the legislature. It seems so unlikely that such a set of

circumstances would evolve that even though rationally speaking comprehensive school district reorganization is a highly appropriate approach to efficient and economical delivery of high quality educational services throughout the state, the alternative recommendations that are described in the following section assume a continuation of the existing school district structure.

It should be re-emphasized that small schools and school districts are not necessarily bad. Actually, as anti-consolidationists so frequently argue, there can be some real advantages to smallness. The intimacy, the close personal supervision, and other assets that are associated with any organizational unit that is small are potentially present in small schools and their districts. However, as Dale's research so clearly shows, in Oklahoma those potential assets are often not realized, even in districts with substantially greater financial resources than most other Oklahoma school districts (1982). With that in mind, along with the practical obstacles to reorganization cited earlier, the recommendations for alternate management and delivery systems proposed in this paper are built around the assumption that what is most needed at the present time are ways to overcome the disadvantages of the small schools and realize their potential advantages.

Another Alternative

Continuation of the present school district structure means that the districts must have substantive assistance in order to provide the kinds of educational programs that students now need. The most immediate help can best come from some kind of intermediate unit. Other states have

used both counties and regional units.

As previously indicated, in Oklahoma the counties are not logically set up in terms of boundaries, in terms of traditional services, or in any other way to provide appropriate educational services as intermediate units. The only county school official is the county superintendent, a position that probably should be eliminated.

The most viable organizational structure for establishing intermediate units that could provide useful services is the complex of regional education service centers which already exists. In addition, with some reorganization the State Department of Education could provide a support structure for the regional centers that could help make the whole concept work.

Intermediate Units

The original plan for the regional education service network in Oklahoma was developed with the aim of serving the entire state on a regional basis. The centers are functioning and they are located so that they could serve every school district in Oklahoma.

What must be done, though, is to completely change the character and missions of the regional education service centers. The missions they now perform are very important, but they are extremely limited.

The services of the regional centers should be greatly expanded. First steps in that process should include the following:

1. The title of the chief administrative officer should be changed to "Regional Superintendent."

2. The qualifications for filling that position should be the possession of a standard superintendent's certificate. The prestige, status and salary of the position should be high enough so that many of those who fill the jobs would hold the doctorate. The pay should be comparable to that received by superintendents of area vocational-technical schools.

3. The functions of the regional education service centers should be redefined as follows:

3.1 Each should have an instructional services unit. Such a unit would be staffed by people with various kinds of instructional, competencies. It would be headed by a person who has proven expertise as an instructional leader. Almost certainly that person would have had several years of experience as a principal and would hold a standard principal's certificate.

The head of this instructional services unit would be expected to work individually with principals and superintendents in the school districts of the respective regions to help them develop the leadership skills necessary both for supervision and curriculum evaluation. He/she would also conduct workshops and staff development seminars in the region. Possibly called a director of instructional services, that person would spend significant amounts of time in every school district in the region.

3.2 Depending on the region, the staff of the instructional services unit might well include several subject matter specialists, particularly in areas where finding competent specialized teachers in the

small school districts is difficult. Science, mathematics, foreign language, and computer science come to mind as fitting that description at present.

3.3 Several school districts in a given region might develop a cooperative arrangement which would allow the cooperative employment by them of itinerent teachers who would teach specialized courses in science, mathematics, or whatever in several of the local school districts. Such arrangements would be somewhat like the existing special education cooperatives, but depending on the circumstances, it might be easier for the teacher to move from place to place rather than for the students to be transported to a central location.

Some large cities have developed specialized centers at specific schools in subject areas such as science and mathematics. It might well be that where distances don't prohibit it and with the assistance of the instructional services unit of the regional education center, a similar approach involving several school districts could be used in rural areas.

4. Each regional unit would have a special services unit. That unit would usually employ service personnel in the areas of health, guidance, instructional media, and testing and diagnosis for placement in programs for exceptional pupils.

4.1 The persons staffing this unit of the regional center could include school nurses, school guidance counselors, psychometrists, one or more fully certified media specialists, and others as necessary. Some of

those who are now serving as directors of the RESC's might be prime candidates to serve as directors of these sub-units.

If the school districts in Oklahoma are to be the basic administrative units for delivering educational services, then we need viable, active, well staffed intermediate units to provide them with support. Whatever their wealth, in many cases individual districts cannot, because of their size, provide the necessary educational services on their own. The RESC structure exists. That structure is now only a skeleton, but it has the potential to be expanded in such ways as to provide really significant instructional support services.

The basic recommendation is that the RESC's be staffed by persons whose qualifications are much higher and broader than those who now work in them. The chief administrative position in the RESC's should have enough status that people with advanced graduate degrees and substantial amounts of experience would compete for them. The job description for this position might vary from region to region to accommodate the specific characteristics of each region. For example, where the region is mostly rural the job criteria might differ from what they would be in an urban area.

The salary structure for other positions in the regional education service centers should be competitive enough to attract highly qualified people. Indeed, the major focus of the regional education service centers should be to provide vigorous, visible, competent educational leadership for the region.

State Department Role

If the State is to provide access for everybody to the kinds of educational programs that were described earlier in this paper as minimum for today's times, it will be necessary to raise substantially accreditation standards for schools. That should not be done arbitrarily. Each step in the raising of standards should be supported by the State Department of Education through the regional education service centers. The State must require local districts to provide high quality education, but at the same time it must furnish the necessary support to make meeting the higher standards possible, particularly for the small districts.

Organizationally, it appears that one way of making sure both of these tasks are accomplished is to further decentralize some of the functions of the State Department. The Department probably should establish several area offices in various locations around the State. Those offices should be headed by highly qualified persons who would have the authority to make decisions on their own for their respective areas. These area administrators would likely be at a level no less than assistant state superintendent.

In addition to the Assistant Superintendent for the area, the area offices should be staffed with curriculum specialists and others with specialized skills. Those staff persons would work with the instructional services units in the regional education service centers of the area as well as the school districts.

In a state that is geographically as large as Oklahoma and where most of the school districts are small and often isolated, the support

for curriculum evaluation and instructional improvement cannot be accomplished from a central location in Oklahoma City. Therefore, to the fullest extent possible, those who work with curriculum, staff development, school lunch services, and any other functions that relate to the operation of the local school district ought to be decentralized and distributed across the state. Some would probably work in one or another of the regional education service centers while others, depending on a number of variables that can't be anticipated, would be attached to the area offices.

The regional superintendents would be administratively responsible to the chief administrators in the area offices of the State Department. The area offices would also be the headquarters for the area supervisors, the persons who now visit schools for accreditation purposes.

All of this structure probably wouldn't be as cumbersome and bureaucratic as it may sound. Furthermore, the Oklahoma situation seems to require it. Although it appears to add more layers between the schools and the State Department, it ought to have the opposite effect. For new, inexperienced, and often insecure superintendents and principals in the small school districts, the geographic proximity of the regional center and the closer proximity than Oklahoma City of the area office of the State Department of Education ought to contribute to more frequent and intimate contact with State Department personnel than is currently typical. Even now the local school superintendent probably feels closer to the area supervisor than to anyone else in the State Department.

These changes ought to improve the character of the relationship of the people in the school districts with the State Department of Education.

Although not exactly comparable, what is proposed is not totally unrelated to the assistance to farmers that has been provided by the county extension agents. If it works even a fraction as well as that program, educational improvement would be quite remarkable.

Summary

The first task of this project was to define the educational programs that the writers concluded current and anticipated social circumstances require. Such programs would involve the following:

1. There should be contact by students with highly competent teachers who are well prepared both in the subject matter to be studied and the skills and understandings necessary for high quality teaching.

2. Schools should have the characteristics associated with "effective schools" as identified through the research in that area.

3. The schools must offer to their pupils the expanded version of the "basics" as described earlier in this paper.

4. The school districts and schools must have highly competent instructional and managerial leadership.

There are schools and school districts in Oklahoma that currently meet all of these criteria, but many of the districts cannot. In order to accomplish what is needed, several alternate delivery and management systems were explored.

1. Data were cited showing that maintaining Oklahoma's more than 600 school districts is costly both administratively and because of

limited economy of scale in the small districts. Whereas there are some potential educational advantages inherent in the small units, recent research was cited indicating those potential advantages often are not realized.

2. School district reorganization was explored as one possible alternative management and delivery system. That alternative was not recommended. Plans involving the elimination of dependent districts and establishing school district boundaries that would be coterminous with county boundaries were discussed. They were rejected because they do not take account of important variables that must be considered in a defensible school district reorganization plan. A plan involving the establishment of a reorganization commission was suggested and described as being rationally sound but politically and otherwise impractical.

3. The recommended alternate delivery and management system assumed continuation of the existing school district structure.

Major Recommendations

1. The primary recommendation was to expand greatly the services provided by the regional education service centers. These would become units that would provide support for improved instructional services, curriculum evaluation, leadership, and the provision of specialized services in such areas as health, guidance, diagnosis and testing.

2. It was further recommended that accreditation standards for schools and school districts be increased substantially.

3. It was suggested that area offices of the State Department of Education be established. The regional superintendents in the regional

education service centers would report directly to the area offices which would be headed by assistant state superintendents.

4. It was recommended that higher accreditation standards and support be closely interrelated. The state would take the basic responsibility of seeing to it that the districts had strong instructional leadership and managerial support from the newly staffed RESC's and the newly established area offices.

These recommendations offer only a skeleton from which more elaborate proposals should spring. It might be that a good approach would be to form a task force whose members would consider the recommendations, make alterations in them where they consider it appropriate, and specify the details of how such an organizational pattern might be implemented.

Assuming all of this could be done and it were in place, the contention is that the range of quality between the strongest and weakest public school education programs in Oklahoma would be significantly reduced. We believe it would become less likely that a child would suffer educationally because of where in the State he/she happened to be born.

In a time of financial difficulty, it may appear that such an elaborate plan might require far more in additional financial resources than is practical. It probably would require some additional money, but it also seems likely that much of it could come from reallocation of

money that is now being appropriated both for the school districts and the State Department of Education.

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APPENDIX A

Goals of Education

A goal is an ideal, something for which to strive, but seldom completely attained. A goal differs from an objective in that in the latter a behavior is specified which is measurable and generally attainable. Goals, then provide a useful purpose in providing the ideal toward which effort is directed.

The vast majority of school districts, and many states as well, have adopted goals of education. Typically, these efforts have been found lacking in either one or both of two respects. Frequently, they are stated in such simplistic language--basic skills, for example--as to be confusing or meaningless. Second, since they are stated as "goals of education," it is automatically assumed that the school (being the most readily identifiable institution with responsibility regarding education) bears the total burden of providing learning experiences leading toward the attainment of goals. Again, it is imperative to consider the school's responsibilities as being primary, shared, or supportive in a society where many components contribute to the education of the young.

Typical practice for local districts and states has been to involve a group in the formulation of goal statements--a sort of starting from ground zero and reinventing the wheel. Goals developed throughout the nation have a not too surprising similarity. Goodlad, through a process of examining numerous sets or goal statements has compiled a set of goals and subgoals which he presented as "Goals for Schooling in the U.S." As a means of identifying appropriate goals and in order to specify

responsibility for possible goal attainment the Task Force utilized Goodlad's work, identifying the subgoals related to each main goal as being a primary, shared, or supportive responsibility of the school.

The main goals as presented by Goodlad were:

Mastery of basic skills or fundamental processes

Career education-vocational education

Intellectual development

Enculturation

Interpersonal Relations

Autonomy

Citizenship

Creativity and aesthetic perception

Self concept

Emotional and physical well-being

Moral and ethical character

Self-realization

Goals and subgoals, with designated responsibilities of schools as assigned by the Task Force are as follows.

1. Mastery of Basic skills or fundamental processes:

Primary Responsibility:

Develop the ability to acquire ideas through reading and listening.

Develop an ability to communicate ideas through writing and speaking.

Develop the ability to understand and utilize mathematical concepts.

Develop the ability to utilize available sources of information.

Develop the ability to read, write, and handle basic arithmetical

operations.

2. Career education-vocational education:

Shared Responsibility:

Develop the ability to select an occupation that will be personally satisfying and suitable to one's skills and interests.

Develop salable skills and specialized knowledge that will prepare one to become economically independent.

Develop attitudes and habits (such as pride in good workmanship) that will make the worker a productive particpant in economic life.

Develop positive attitudes toward work, including acceptance of the necessity of making a living and an appreciation of the social value and dignity of work.

3. Intellectual development:

Primary Responsibility:

Develop the ability to think rationally; i.e., thinking and problem solving skills, use of reasoning and the application of principles of logic, and skill in using different modes in inquiry.

Accumulate a general fund of knowledge, including information and concepts in mathematics, literature, natural science, and social science.

Shared Responsibility:

Develop the ability to use and evaluate knowledge, i.e., critical and independent thinking that enables one to make judgments and decisions in a wide variety of life roles (e.g., citizen, consumer, worker, etc.) as well as in intellectual activities.

Develop the ability to make use of knowledge sources, utilizing

technology to gain access to needed information.

Develop positive attitudes toward intellectual activity, including intellectual curiosity and a desire for further learning.

4. Enculturation:

Shared Responsibility:

Develop insight into the values and characteristics of the civilization of which one is a member.

Develop awareness of cultural and historical heritages--the literary, aesthetic, and scientific traditions of the past--and familiarity with the ideas that have inspired and influenced mankind.

Develop understanding of the manner in which heritages and traditions of the past are operative today and influence the direction and values of society.

Examine the norms, values, standards, and traditions of the groups of which one is a member.

[Develop understanding, appreciation and respect for traditions of individuals from cultures other than one's own.]

5. Interpersonal relations:

Primary Responsibility:

Develop skills in communicating effectively in groups.

Shared Responsibility:

Develop the ability to identify with and advance the goals and concerns of others.

Develop the ability to form productive and satisfying relations with

others based on respect, trust, cooperation, consideration, and caring.

Develop an understanding of the factors that affect social behavior.

Supportive Responsibility:

Develop a knowledge of opposing value systems and their influence on the individual and society.

Develop an understanding of how members of a family function under different family patterns.

6. Autonomy:

Shared Responsibility:

Develop a positive attitude toward learning.

Develop skills in selecting personal learning goals.

Develop skills in coping with and accepting continuing change.

Develop skill in making decisions with purpose.

Develop the ability to plan and organize the environment in order to realize one's goals.

Develop a willingness to accept responsibility for and the consequences for one's own decisions.

7. Citizenship:

Primary Responsibility:

Develop knowledge of the basic workings of the government.

Develop skill in democratic action in large and small groups.

Shared Responsibility:

Develop a sense of historical perspective.

Develop a commitment to the values of liberty, government, and responsibility for the welfare of all.

Develop an attitude of inquiry in order to examine societal values.

Develop the ability to think productively about the improvement of society.

Develop a willingness to participate in the political life of the nation and community.

Supportive Responsibility:

Develop a commitment to the fulfillment of humanitarian ideas everywhere.

Develop a commitment to involve oneself in resolving social issues.

8. Creativity and aesthetic perception:

Shared Responsibility:

Develop the ability to motivate oneself, to deal with new problems in original ways.

Develop the ability to be sensitive to problems and tolerant of new ideas.

Develop the ability to be flexible, to redefine skills, and to see an object from different points of view.

[Develop the ability to be creative and appreciate creativity.]

Develop the ability to understand creative contribution of others and to evaluate them.

Develop the ability to communicate through creative work in an active way (as a creator) or a perceptive way (as a consumer).

Supportive Responsibility:

Develop the commitment to enrich cultural and social life.

9. Self-concept:

Shared Responsibilty:

Develop the ability to search for meaning in one's activities.

Develop the self-confidence needed for confronting one's self.

Develop the ability to live with one's limitations and strengths.

Develop both general knowledge and interest in other human beings as a means of knowing oneself.

Develop a knowledge of one's own body and a positive attitude toward one's own physical appearance.

Supportive Responsibility:

Develop an internal framework by which an individual can organize his concept of "self".

10. Emotional and physical well-being:

Shared Responsibility:

Develop the willingness to receive new impressions and to expand affective sensitivity.

Develop the competence and skills for continuous adjustment and emotional stability.

Develop the ability to control or release emotions (constructively).

Develop the ability to use leisure time effectively.

Develop positive attitudes and habits toward health and physical fitness.

Develop Physical fitness and psychomotor skills.

11. Moral and ethical character:

Shared Responsibility:

Develop the ability to utilize values in determining choices.

Supportive Responsibility:

Develop the judgment to evaluate events and phenomena as good or evil.

Develop a commitment to truth and values. Develop moral integrity.

Develop an understanding of the necessity for moral conduct.

Develop a desire to strengthen the moral fabric of society.

12. Self-realization:

The goal of self-realization was regarded as one in which schools have a shared responsibility. Actually, self-realization of the individual would be the outcome if reasonable progress has been made toward achieving the other eleven goals. The person doing so would have maximized his or her potential in acquiring basic skills, in intellectual development, in social and affective learning, enabling the individual to assume adult responsibilities, enter the work force or pursue additional education.

It would be difficult to place too much emphasis on the point that goals of education are the responsibility of the total society and not just the school. The school has a responsibility to provide schooling. Its resonsibilities can be viewed as being: 1) primary, in which the school provides instruction and provides leadership in effecting positive relationships with parents, groups, and the community; 2) shared, in which the school has partial responsibilty for instruction and for modeling or encouraging development of behaviors and attitudes; and 3) supportive, in which the school supports the efforts of individuals and groups within the community.

APPENDIX B

THE BASIC ACADEMIC COMPETENCIES

The Basic Academic Competencies are the broad intellectual skills essential to effective work in all fields of college study. They provide a link across the disciplines of knowledge although they are not specific to any particular discipline.

The Basic Academic Competencies are reading, writing, speaking and listening; mathematics, reasoning, and studying. These basic competencies are interrelated to and interdependent with the Basic Academic Subjects. Without such competencies, knowledge of history, science, language, and all other subjects is unattainable.

The Basic Academic Competencies are developed abilities, the outcomes of learning and intellectual discourse. There are different levels of competency; they can be defined in measurable terms.

Although the Basic Academic Competencies are not always identified explicitly, spelling them out provides a way to tell students what is expected of them. Knowledge of what is expected is crucial to effective learning.

In order to do effective work in college, it is essential that all students have the following academic competencies.

Reading

- The ability to identify and comprehend the main and subordinate ideas in a written work and to summarize the ideas in one's own words.

- The ability to recognize different purposes and methods of writing, to identify a writer's point of view and tone, and to interpret a writer's meaning inferentially as well as literally.
- The ability to separate one's personal opinions and assumptions from a writer's.
- The ability to vary one's reading speed and method (survey, skim, review, question, and master) according to the type of material and one's purpose for reading.
- The ability to use the features of books and other reference materials, such as table of contents, preface, introduction, titles and subtitles, index, glossary, appendix, bibliography.
- The ability to define unfamiliar words by decoding, using contextual clues, or by using a dictionary.

Writing

- The ability to conceive ideas about a topic for the purpose of writing.
- The ability to organize, select, and relate ideas and to outline and develop them in coherent paragraphs.
- The ability to write Standard English sentences with correct:
  - sentence structure;
  - verb forms;
  - punctuation, capitalization, possessives, plural forms, and other matters of mechanics;
  - word choice and spelling.
- The ability to vary one's writing style, including vocabulary and

sentence structure, for different readers and purposes.

- The ability to improve one's own writing by restructuring, correcting errors, and rewriting.
- The ability to gather information from primary and secondary sources; to write a report using this research; to quote, paraphrase, and summarize accurately; and to cite sources properly.

Speaking and Listening

- The ability to engage critically and constructively in the exchange of ideas, particularly during class discussions and conferences with instructors.
- The ability to answer and ask questions coherently and concisely, and to follow spoken instructions.
- The ability to identify and comprehend the main and subordinate ideas in lectures and discussions, and to report accurately what others have said.
- The ability to conceive and develop ideas about a topic for the purpose of speaking to a group; to choose and organize related ideas; to present them clearly in Standard English; and to evaluate similar presentations by others.

Mathematics

- The ability to perform, with reasonable accuracy, the computations of addition, subtraction, multiplication, and division using natural numbers, fractions, decimals, and integers.
- The ability to make and use measurements in both traditional and metric units.
- The ability to use effectively the mathematics of:

- integers, fractions, and decimals;
- ratios, proportions, and percentages;
- roots and powers;
- algebra;
- geometry.

- The ability to make estimates and approximations, and to judge the reasonableness of a result.
- The ability to formulate and solve a problem in mathematical terms.
- The ability to select and use appropriate approaches and tools in solving problems (mental computation, trial and error, paper-and-pencil techniques, calculator, and computer).
- The ability to use elementary concepts of probability and statistics.

Reasoning

- The ability to identify and formulate problems, as well as the ability to propose and evaluate ways to solve them.
- The ability to recognize and use inductive and deductive reasoning, and to recognize fallacies in reasoning.
- The ability to draw reasonable conclusions from information found in various sources, whether written, spoken, or displayed in tables and graphs, and to defend one's conclusions rationally.
- The ability to comprehend, develop, and use concepts and generalizations.
- The ability to distinguish between fact and opinion.

Studying

This set of abilities is different in kind from those that precede it. They are set forth here because they constitute the key abilities in learning how to learn. Successful study skills are necessary for acquiring the other five competencies as well as for achieving the desired outcomes in the Basic Academic Subjects. Students are unlikely to be efficient in any part of their work without these study skills.

- The ability to set study goals and priorities consistent with stated course objectives and one's own progress, to establish surroundings and habits conducive to learning independently or with others, and to follow a schedule that accounts for both short- and long-term projects.
- The ability to locate and use resources external to the classroom (for example, libraries, computers, interviews, and direct observation), and to incorporate knowledge from such sources into the learning process.
- The ability to develop and use general and specialized vocabularies, and to use them for reading, writing, speaking, listening, computing, and studying.
- The ability to understand and to follow customary instructions for academic work in order to recall, comprehend, analyze, summarize, and report the main ideas from reading, lectures, and other academic experiences; and to synthesize knowledge and apply it to new situations.
- The ability to prepare for various types of examinations and to devise strategies for pacing, attempting or omitting questions,

thinking, writing, and editing according to the type of examination; to satisfy other assessments of learning in meeting course objectives such as laboratory performance, class participation, simulation, and students' evaluations.

- The ability to accept constructive criticism and learn from it.

APPENDIX C

The Ten Basic Mathematical Skills

[Extracted from the Position Paper on Basic Mathematical Skills, published in 1977 by the National Council of Supervisors of Mathematics. Used by permission.]

1. Problem solving

   Learning to solve problems is the principal reason for studying mathematics. Problem solving is the process of applying previously acquired knowledge to new and unfamiliar situations. Solving word problems in texts is one form of problem solving, but students also should be faced with nontextbook problems. Problem-solving strategies involve posing questions, analyzing situations, translating results, illustrating results, drawing diagrams, and using trial and error. Involving problems, students need to be able to apply the rules of logic necessary to arrive at valid conclusions. They must be able to determine which facts are relevant. They should be unfearful of arriving at tentative conclusions, and they must be willing to subject these conclusions to scrutiny.

2. Applying Mathematics to Everyday Situations

   The use of mathematics is interrelated with all computation activities. Students should be encouraged to take everyday situations, translate them into mathematical expressions, solve the mathematics, and interpret the results in light of the initial situation.

3. Alertness to the Reasonableness of Results

Due to arithmetic errors or other mistakes, results of mathematical work are sometimes wrong. Students should learn to inspect all results and to check for reasonableness in terms of the original problem. With the increase in the use of calculating devices in society, this skill is essential.

4. Estimation and Approximation

Students should be able to carry out rapid approximate calculations by first rounding off numbers. They should acquire some simple techniques for estimating quantity, length, distance, weight, etc. It is also necessary to decide when a particular result is precise enough for the purpose at hand.

5. Appropriate Computational Skills

Students should gain facility with addition, subtraction, multiplication, and division with whole numbers and decimals. Today it must be recognized that long, complicated computations will usually be done with a calculator. Knowledge of single-digit number facts is essential and mental arithmetic is a valuable skill. Moreover, there are everyday situations which demand recognition of, and simple computation with, common fractions.

Because consumers continually deal with many situations that involve percentage, the ability to recognize and use percents should be developed and maintained.

6. Geometry

Students should learn the geometric concepts they will need to

function effectively in the three-dimensional world. They should have knowledge of concepts such as point, line, plane, parallel, and perpendicular. They should know basic properties of simple geometric figures, particularly those properties that relate to measurement and problem-solving skills. They also must be able to recognize similarities and differences among objects.

7. Measurement

As a minimum skill, students should be able to measure distance, weight, time capacity, and temperature. Measurement of angles and calculations of simple areas and volumes are also essential. Students should be able to perform measurement in both metric and customary systems using the appropriate tools.

8. Reading, Interpreting, and Constructing Tables, Charts, and Graphs

Students should know how to read and draw conclusions from simple tables, maps, charts, and graphs. They should be able to condense numerical information into more manageable or meaningful terms by setting up simple tables, charts, and graphs.

9. Using Mathematics to Predict

Students should learn how elementary notions of probability are used to determine the likelihood of future events. They should learn to identify situations where immediate past experience does not affect the likelihood of future events. They should become familiar with how mathematics is used to help make predictions such as election forecasts.

10. Computer Literacy

It is important for all citizens to understand what computers can

and cannot do. Students should be aware of the many uses of computers in society, such as their use in teaching/learning, financial transactions, and information storage and retrieval. The "mystique" surrounding computers is disturbing and can put persons with no understanding of computers at a disadvantage. The increasing use of computers by government, industry, and business demands an awareness of computer uses and limitations.